TOWARDS STABLE AND REPRESENTATIVE SCHOOL BOARD STRUCTURES IN PRESCOTT-RUSSELL

REPORT OF THE PRESCOTT-RUSSELL SCHOOL BOARDS STUDY COMMITTEE

SEPTEMBER 1987

Ontario

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des conseils scolaires
de Prescott-Russell

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The Honourable Chris Ward
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Dear Mr. Ward:

The members of the Prescott-Russell School Boards Study Committee have completed their analysis of the present school board structures in the above counties. They are pleased to submit their report and to recommend measures which will ensure stable and representative school board structures for the citizens of Prescott-Russell.

Respectfully yours,

M. P. Godbout

Marc P. Godbout, Chairman

F. A. Addario

Frank A. Addario

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Simon Brisbois

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CHAIRMAN'S STATEMENT

A thorough study of the school systems and of the educational issues currently facing the citizens of the United Counties of Prescott-Russell proved to be a most interesting and revealing experience. The challenge of such an undertaking was compounded by the fact that the outcome of this study would determine the community's educational future.

Our Study Committee's mandate was clear. Not one stone was to be left unturned and the collective voice of the community was going to be heard. All of our members spared no effort to listen to, read and analyze the large number of briefs that were presented to us. We carefully examined relevant documents and held numerous discussions with any and all of the interested parties. Finally, we developed proposals that we feel will lead to a viable and equitable system of education for the citizens of Prescott-Russell.

The central theme of all our debates and discussions remained the student who is the mainstay of all educational endeavours. The dedication and professionalism of my working partners in this study and the secretarial staff under the leadership of Mr. Guy Lapensée greatly facilitated my task as chairman. There is no doubt that the whole team worked as one towards a common goal, that is, the findings of this unanimous report which I am proud to present to the Honourable Sean Conway, Minister of Education.

The Committee members undertock this study with an open mind and had no pre-conceived solutions for the issues that the Prescott and Russell ratepayers are faced with, following the adoption of Bill 30 and Bill 75.

It is important to stress that the recommendations contained in this report should be considered in their totality rather than in isolation, because each recommendation constitutes an important element of the report and contributes in a global manner to the resolution of the issues.

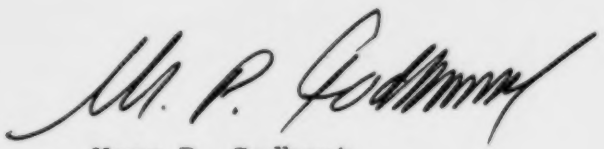
We are convinced that the approaches suggested in our report will bring about long-term, stable and representative board structures for Prescott-Russell. All the recommendations are viewed by the Committee as necessary steps for the establishment of sound school systems which would be better prepared to face the challenge of the future.

We recognize that there may be some negative reactions to the Study Committee's recommendations or a tendency to look for winners and losers. However, we are confident that the citizens of Prescott-Russell as a whole, will act with

conviction and determination and that community leaders will set aside personal interests to work for the benefit of the true winners, their children.

The Committee members wish to indicate to the Prescott-Russell community their willingness to be of assistance to the local authorities responsible for the implementation of the recommendations of this report.

The Committee is convinced that the whole Prescott-Russell community will take up the challenge and continue in its pursuit of excellence in education. As both linguistic groups in Prescott-Russell continue in their quest for their respective cultural identity, it is through mutual respect and understanding that they will achieve their collective goals and the quality of life that is so richly deserved in their counties and in this province.



June 1987
Gloucester

Marc P. Godbout,
Chairman

COMPOSITION OF THE COMMITTEE

MEMBERS

Marc Godbout	Committee Chairman and Chairman of the Council for Franco-Ontarian Education; Superintendent of Education with the Stormont, Dundas & Glengarry County Board of Education; formerly Education Officer with the Ottawa Regional Office of the Ministry of Education.
Frank Addario	Trustee with the Niagara South Board of Education; formerly Superintendent of Schools, Secondary School Principal and Board representative on the French Language Advisory Committee for the Niagara South Board of Education.
Simon Brisbois	Superintendent of Schools with the Nipissing District Roman Catholic Separate School Board; formerly Principal of schools in the Nipissing area and Education Officer with the Regional Office of the Ministry of Education in North Bay.

THE STAFF

Guy Lapensée	Executive Secretary of the Committee. Formerly Superintendent of Schools with the Ottawa Board of Education for seventeen years, with major responsibilities in the establishment and supervision of the French Language schools in Ottawa.
Maurice Proulx	Education Officer with the Regional Office of the Ministry of Education in Ottawa, acting as liaison officer between the Regional Office of the Ministry of Education and the Study Committee.
Roxanne Rocque	Secretary
Gérard N. Houle	Writer-editor (French and English versions).

ACKNOWLEDGEMENTS

The members of the Study Committee wish to express their sincere thanks to all those whose kind assistance contributed to the completion of their study regarding the present school board structures in Prescott-Russell.

No study of this kind could be successfully completed without the active co-operation of school boards, school personnel and many other groups; the resources they provided and the time they took from their busy schedules were greatly appreciated.

We are also grateful to all individuals and organizations who submitted briefs to the committee. The members of the Committee were pleased with the climate of confidence prevalent during the public hearings and are most thankful for the positive attitude displayed by the presentors. Their remarks and recommendations proved to be most helpful to the Committee.

We wish to thank the Ministry of Education for the contribution provided to the Committee by Félicien Roussy, resource person for the implementation of Bill 75, presently seconded from the Carleton Roman Catholic Separate School Board.

We express our sincere thanks to Roxanne Rocque and Diane Palen, who, with patience and competence, assisted in the preparation of this report.

INTRODUCTION

The right to provide education at the secondary level and to receive adequate funding thereto, fulfilled the hopes and aspirations that Catholic School Trustees held for many years.

The Prescott-Russell County Roman Catholic Separate School Board was among those who considered extension as a "fait accompli" in their own region because more than eighty percent of the ratepayers direct their taxes to the Catholic school system. However, the implementation of extension in French-language and English-language schools seemed to have important repercussions for the Prescott-Russell Board of Education at the secondary level.

That is why, following many requests for extension made by the Prescott-Russell Roman Catholic School Board, and pursuant to much hesitation on the part of the Planning and Implementation Committee in approving the requests, the Minister of Education opted for a review of the whole situation by an outside and independent study committee.

The study was launched officially at a press conference held on January 27, 1987.

The Committee chairman often stressed the fact that all groups and individuals concerned would be consulted extensively and that emphasis would be placed on the interests of both Francophone and Anglophone students. Hearings were held and pertinent documents analyzed.

The Committee members are of the opinion that their recommendations will contribute to the quality of education for French-speaking and English-speaking students alike.

The Committee's analysis resulted in this report, which is divided into five parts:

Part I The Unique Situation of Prescott and Russell

Part II The Need for Change

Part III The New School Board Structures

Part IV Implementation

Part V Towards New Board Structures

PART I THE UNIQUE SITUATION OF PRESCOTT-RUSSELL

1. FRAMEWORK OF THE STUDY

Mandate of the Committee

The Study Committee was appointed by the Minister of Education on January 27, 1987, to conduct an in-depth study of the present school board structures and of various school board structures which would be appropriate for Prescott-Russell as a result of the adoption of Bill 30 and Bill 75.

The Committee was asked to make recommendations to the Minister of Education regarding short-term and long-term measures to ensure stable and representative school board structures for the United Counties of Prescott-Russell.

Basic Principles

In order to prepare recommendations regarding school board structures which would respect the rights and privileges of the citizens, as well as the expectations of all groups concerned, the Committee was guided by the following basic principles.

BILL 30

The Committee's starting point was Bill 30 passed by the Ontario Legislature, which guarantees public funding for secondary school education provided by the Roman Catholic Separate School system.

BILL 75

The Committee referred to Bill 75, which provides minority language governance within Ontario school boards.

CONSTITUTION

No school structure can be set up in Ontario without taking into account Section 93 of the Canadian Constitution, which respects the right of Roman Catholics to an education based on their faith, while also respecting the right of others to a non-denominational education.

CHARTER OF RIGHTS

The Canadian Charter of Rights and Freedoms grants all citizens of a province's official language minority the right to an education in their own language, as well as the right to govern their own schools. The Ontario Court of Appeal confirmed this right for French-speaking citizens on June 26, 1984. Bill 75 of the Ontario Legislature, in amending the Education Act, is

the government's response to the requirements of Section 23 of the Canadian Charter of Rights and Freedoms.

STABLE AND REPRESENTATIVE STRUCTURES

According to their mandate, the Committee members were expected to make recommendations that could be implemented to ensure stable and representative school board structures for the Prescott-Russell community.

QUALITY OF EDUCATION

The student is at the center of the total educational system; therefore, the ultimate aim of any school organization is to provide high-quality programs and services to its elementary and secondary school population.

LANGUAGE AND CULTURE

In order to conform to Bill 75 and to the Canadian Charter of Rights and Freedoms, the new school board structures proposed should respect and enhance the language and culture of both linguistic groups in Prescott-Russell.

FUNDING

The school board structures suggested by the Committee will not be viable nor equitable unless all required funding is provided through local taxation and legislative grants.

MINIMUM DISRUPTION

The Committee hopes that the establishment of new school board structures in Prescott-Russell will cause as little disruption as possible. The Committee's suggestions and recommendations are made in the light of this objective, and this accounts for the Committee's decision to reduce the implementation time-line to a minimum. The implementation of the extension of the Catholic system according to Bill 30 and of the governance of French-language schools under Bill 75 should not be the cause of any hardship for the students.

Study Procedures

In the pursuit of their mandate, the members of the Study Committee reviewed the following pertinent documents:

- Report of the Ottawa-Carleton French-Language Education Advisory Committee;
- Envoyons d'l'avant, a document prepared jointly by the two school boards in Prescott-Russell;

- Bâtir l'avenir - un rendez-vous historique, a document prepared by a citizens' Committee from Stormont, Dundas and Glengarry;

- Un conseil à suivre, report of the Conseil de planification scolaire d'Ottawa-Carleton;

- Bill 30;

- Bill 75;

- the Macdonald Report, 1985, Report of the Commission on the Financing of Elementary and Secondary Education in Ontario.

Public hearings were held by the Committee from February 18 to March 31, 1987, during which presentations were made by individuals, school boards and interested organizations expressing their concerns regarding school board structures and financing for Prescott-Russell.

The Committee scrutinized carefully the ninety-four briefs submitted by interested parties and consulted the research literature that the Committee considered pertinent to its study, such as Éducation et besoins des Franco-Ontariens : Le diagnostic d'un système d'éducation by Stacy Churchill et al. and Alternative Approaches to Determining Distribution of School Board Trustee Representation, by Edward Humphreys et al. Other literature is listed in the bibliography.

2. HISTORICAL OUTLINE

According to historian Lucien Brault, the development of education in Prescott-Russell is generally typical of the history of education in the rest of Ontario; however, certain factors influenced the evolution of public education in very special ways.

First Schools in Prescott-Russell

On April 1st, 1816, the government of Upper Canada authorized the establishment of the first public elementary schools in the province. Seven years later, there were already ten elementary schools within the present Prescott and Russell boundaries, that is, four in West Hawkesbury, two in East Hawkesbury, two in Longueuil and one in each of Plantagenet and Caledonia townships.[1] These were all public schools and instruction was given in English.

English-Language Education

The use of English as the language of instruction expanded, as new settlers arrived and the school population increased. In 1849, when the first schools in Russell County were built, there were already 1 039 pupils being taught in 44 schools within the United Counties. This impressive number of one-room elementary schools continued to increase although through the years, some of these schools were combined.[2]

About a century later, the nineteen-sixties witnessed the consolidation of many smaller schools, as in the rest of the province. The Hawkesbury and Vankleek Hill public schools, founded at the turn of the century, were closed in 1970, but consolidated into Pleasant Corners Public School. Four other English-language public schools have been opened since then.

The first high school in the United Counties was built in 1823 at L'Orignal. In 1847, the second high school opened its doors in Vankleek Hill. Three years later, another high school was built in Vankleek Hill; on account of this, the construction of a secondary school in Hawkesbury was postponed for twenty-three years.[3]

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1 See notes on page 169

Presently, the Anglophone students attend three mixed secondary schools in Prescott-Russell, or schools in the neighbouring counties.

French-Language Education

Soon after the Union of Upper and Lower Canada, the Legislature enacted in 1841 a new clause in the Education Act authorizing the establishment of separate or denominational schools. By 1848, there were already three schools where French was taught. Their numbers increased in the United Counties, as a result of the coming of many settlers from the province of Québec. Table (2.1) illustrates this fact.[4]

Egerton Ryerson, considered the founder of the Ontario educational system, was favourable to the use of French as the language of instruction. In 1857, as Chief Superintendent of Education, he wrote to the trustees of School no. 3 of Charlottenburg in the neighbouring county of Glengarry:

> "... as the French (sic) is the recognized language of the country, as well as the English (sic), it is quite proper and lawful for the trustees to allow both languages to be taught in their schools to children whose parents may desire them to learn both."[5]

It is interesting to note that, until the end of the nineteenth century, almost all French-language schools were public schools, because these schools enjoyed a legal status much higher than separate schools and their financial privileges were greater.[6] Because the public school in L'Orignal was under the jurisdiction of a French and Catholic majority, the English Protestant ratepayers of the municipality opened in 1887 the first Protestant separate school in Ontario.

Difficult Times

Tensions began to rise between Francophones and Anglophones regarding educational issues. Responding to pressure that a thorough study be conducted concerning the teaching of English in the Counties of Prescott and Russell, the government set up a commission of inquiry in 1889 under the chairmanship of John J. Tilley. When he resumed the mandate in 1893, his committee concluded that the situation had improved significantly during the four-year period.[7]

In 1892-1893, Bishop Duhamel strongly encouraged Francophones to transfer their children from public to separate schools. He experienced some opposition at first. The situation changed dramatically in 1901 when the government legislated that English would be the sole language of

communication between teachers and pupils in public schools, but not in separate schools. This measure produced almost immediate results, for within four years, twenty-seven public school boards transferred to the separate school system.[8] It was during that period that the French schools were officially designated as "English-French" but the Francophones called them "bilingual" schools.[9]

The 1901 legislation was a forerunner of Regulation XVII passed in 1912 and modified in 1913. This regulation forbade the use of the French language not only in public schools but in separate schools as well, except in Grade one if the children were not familiar with English; after Grade one, the maximum time alloted to the teaching of French was one hour. Lucien Brault, as well as other historians who wrote about this eventful period, barely mention the effects of this regulation in Prescott-Russell and elsewhere in the province, until it was put in abeyance in 1927. Even though historians hardly mention the fact, it is well known that opposition to Regulation XVII was strong in the United Counties. One instance of this is evident in a request sent to the Ontario government in 1921 by a Prescott-Russell citizen demanding that the government reimburse the Francophones for the fines they paid when they prevented inspectors from entering the schools.[10]

After 1927, French-speaking children were taught in their own mother tongue. According to Brault, French-Canadian children were not a hindrance to English-speaking pupils learning their own language, and vice versa.[11] This situation has prevailed until now at the elementary level except in the Russell area where some parents have expressed complaints during the last few years.

At the secondary level, the situation was different. In fact, the Anglophones who attended the public school system made the transition from the elementary to the secondary panel without any difficulty because the language of instruction was English at both levels.

The situation proved different for Francophones because they were taught in French at the elementary level and almost exclusively in English at the secondary level. To understand this situation, one must remember that, since the turn of this century, most Francophones attended separate schools where French was the authorized language of instruction up to grade 10. For higher grades, the Francophones had the alternative of attending either a public secondary school where the language of instruction was English, or a private secondary school where French was permitted as the language of instruction. It should be noted that the parents of pupils attending those private schools had to pay taxes for public secondary school education, while paying tuition fees for their children attending these private institutions.

In 1961-62, fourteen separate schools in Prescott-Russell offered a continuation of their elementary program up to grade 10. In addition, seven private secondary schools offered programs from grade 9 to 12, or for grades 11 and 12. The schools in Alfred, Bourget, Embrun, Hawkesbury, Rockland, St-Isidore de Prescott and Vankleek Hill were under the direction of religious communities: the Grey Nuns of the Cross, the Brothers of the Sacred Heart and the Sisters of Sainte-Marie de Namur.

Founded as early as 1946, these schools ceased to operate between 1964 and 1966 for different reasons, one of which being that the lack of funding prevented these institutions from offering the technical options offered by public secondary schools. Moreover, the existence of Catholic French-language private secondary schools seemed less important to Francophones now that the French language was gaining ground in public secondary schools. In fact, after allowing the teaching of Latin in French, the government authorized the teaching of History and Geography in French in 1964. Four years later, the teaching of all subjects in French was authorized.

Bill 141 passed in 1968 established French-language secondary schools and at the same time changed the official designation of all schools to either French or English schools. Schools offering instruction to both English-speaking and French-speaking students became known as mixed schools.

All public secondary schools in Prescott-Russell were mixed schools until 1979, when the three schools in Rockland (L'Escale), Casselman and Embrun became designated French-language secondary schools.

School Board Structures

Until 1966, elementary and secondary education was the responsibility of school boards which, very often, administered only one school. In practice, most of the boards were Catholic or public, and operated in English or French.

With the establishment of the Nation High School District in January 1966, the Rockland, Casselman and Plantagenet secondary schools were grouped under one jurisdiction.

Three years later, the boards in the province were grouped into larger administrative units. As a result, seven school boards were amalgamated into the Prescott-Russell County Board of Education and thirty-three boards were combined to form the Prescott-Russell Roman Catholic School Board.

The passing of Bill 30 in 1984 and Bill 75 in 1986 will once again affect school board structures in Prescott-Russell.

TABLE 2.1

POPULATION INCREASE IN PRESCOTT-RUSSELL

1851 to 1881

	1851	1861	1871	1881
Total Population	13 357	22 323 (67%)	35 991 (61%)	47 939 (33%)
French Population	4 126	9 447 (129%)	15 223 (61%)	24 223 (60%)

(% increase compared to figures of preceding decade)

Source: Franklin Walker, Catholic Education and Politics in Ontario, A Documentary Study.

3. PRESENT SITUATION

The Prescott-Russell Region

The United Counties of Prescott and Russell are located at the south-eastern tip of the province of Ontario, in the lower part of the Ottawa valley. They are bounded on the north by the Ottawa river, on the south by the United Counties of Stormont, Dundas and Glengarry, on the east by Vaudreuil county in the province of Québec and on the west by Carleton county. (See map 3.1) The Prescott and Russell region covers approximately 3 328 square kilometres (1200 sq. mi.); it is 120 kilometres (75 mi.) in length and its width varies from 14.4 to 50 kilometres (9 to 30 mi.) A certain number of industries are located in Prescott-Russell, but agriculture is the region's mainstay.

The People

The total population of the United Counties of Prescott and Russell was 44 115 according to the 1971 census and it stands at the present time at about 56 620. During those years, the French-speaking population increased gradually from 36 240 to over 43 000, while the Anglophone population increased from 7 345 to approximately 13 500. As the Ottawa population expands, its effects are felt in the County of Russell.

The School Population

In the United Counties of Prescott and Russell, there are at the present time twenty-six French-language catholic elementary schools, one English-language catholic elementary school, five English-language public elementary schools, three French-language public secondary schools and three mixed (French-English) public secondary schools.

The six secondary schools are designated as "community" schools and serve a wide population base. Two of these secondary schools, Hawkesbury H.S. and Vankleek Hill H.S., are situated in the eastern part of the United Counties and both are mixed schools. In Hawkesbury, the enrolment is 82.7% French and 17.3% English while in Vankleek Hill, it is 49.3% French and 50.7% English.

Two of the other secondary schools are located in the centre and northwestern part of the counties, namely Plantagenet H.S. with a Francophone and Anglophone enrolment of 59% and 41% respectively, and E.S. L'Escale, a French-language secondary school in Rockland.

Finally two secondary schools, E.S. Casselman and E.S. Embrun, are attended by students living in the southwestern part of the United Counties and both are French-language schools.

The Anglophone students living in this zone attend Plantagenet High School or other secondary schools in the neighbouring counties.

The distribution of all students enrolled in Catholic and public schools under the jurisdiction of both the Prescott and Russell County Roman Catholic School Board and the Prescott and Russell County Board of Education as of September 30, 1986 is analyzed in Table 3.1.

The table shows clearly that the Prescott and Russell County Board of Education provides instruction to practically all Francophone secondary school students and to a great majority of the Anglophone elementary school population. On the other hand, the Prescott and Russell County Roman Catholic Separate School Board is responsible for all Francophone elementary school pupils and all Catholic Anglophone elementary school pupils whose parents are Catholic school supporters.

The combined enrolments of both school boards show that, in Prescott-Russell, there are approximately ten thousand Francophone resident pupils and close to three thousand Anglophone resident pupils; among the latter, over three hundred pupils attend Catholic schools.

Table 3.2 provides a breakdown of the pupil enrolment, as of September 30, 1986, for the Prescott and Russell County Board of Education.

At the secondary level, the total enrolment of 3 596 students is made up of 2 836 Francophone and 760 Anglophone students. At the elementary level, the 1 664 pupils are all English-speaking.

Table 3.3 gives a summary of the school population of the Prescott and Russell County Roman Catholic Separate School Board, as of September 30, 1986. The twenty-six French-language schools have a total enrolment of 6 812 and the sole English-language school has an enrolment of 255, out of a total of 7 067.

The two Prescott and Russell school boards have many external resident pupils, that is, pupils under their jurisdiction who attend schools outside the counties. Tables 3.4, 3.5 and 3.6 show where the external residents of both boards attend school. Table 3.4 for the Board of Education, table 3.5 for the Catholic school board and table 3.6 provides a summary for both boards. The grand total of external residents, elementary and secondary, of both school

boards is 435, that is 250 from the public board and 185 from the Catholic board.

Maps 3.2 and 3.3. show respectively, the distribution by area of Anglophone and Francophone high school students under the jurisdiction of the Prescott & Russell County Board of Education. The following legend is used: each Francophone student is shown by a white geometric figure and each Anglophone student by a shaded figure. The grades are illustrated as follows: grade 9 by a circle, grade 10 by a square, grade 11 by an upright triangle, grade 12 by a diamond and grade 13 by an inverted triangle.

Using the same legend, maps 3.4, 3.5 and 3.6 provide a distribution by area of students attending the three French-language secondary schools under the governance of the Prescott & Russell County Board of Education: École Secondaire de Casselman, No. 3.4; École Secondaire d'Embrun, No. 3.5; École Secondaire L'Escale in Rockland, No. 3.6.

Similarly, maps 3.7, 3.8 and 3.9 give the distribution by area of both Anglophone and Francophone students attending the three mixed high schools under the same Board of Education: Hawkesbury High School, No. 3.7; Plantagenet High School, No. 3.8; Vankleek Hill High School, No. 3.9.

Map 3.10 provides the distribution by area of all pupils attending Pope John Paul II School, the only English-language school under the Prescott-Russell County Roman Catholic Separate School Board.

Map 3.11 shows the attendance areas of all French-language schools under the Prescott & Russell Roman Catholic Separate School Board. On map 3.12, are given the attendance areas of the six elementary schools under the aegis of the Prescott-Russell County Board of Education.

The Programs

PRESCOTT-RUSSELL COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

At the elementary level, the Prescott-Russell County Roman Catholic Separate School Board offers a great number of programs for the pupils in the regular stream. Among these are religious education, the V.I.P. program (Values, influences and relations with peers) in grade 6, and educational use of computers.

In the field of special education, the Board offers programs to nineteen groups of trainable retarded and educable retarded students. Remedial programs are directed to pupils with learning disabilities. Classroom teachers, as well as educational consultants, provide enrichment activities to the

gifted pupils. The Board offers programs to pupils with behaviour problems, and with hearing or other physical handicaps; in the latter cases, the Board calls upon the extra help of teacher assistants.

The Catholic Board offers summer programs with special emphasis on enrichment and/or remedial work. From September to June, the Board offers an important adult education program.

In its English-language school, Pope John Paul II, the Board offers regular courses, including French as a second language; it provides special education classes, a program for trainable retarded students and the services of a resource teacher. In the western part of the United Counties, English-speaking pupils were taught at Paul VI Separate School until 1981. Since then, English-speaking catholic parents have chosen to send their children to Pleasant Corners Public School.

At the secondary level, the Catholic School Board does not operate schools or classes. It purchases educational services for grade nine and ten pupils from the Carleton Roman Catholic Separate School Board, the Ottawa Roman Catholic Separate School Board and Juvénat du Sacré-Coeur near Cornwall.

PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION

The Prescott & Russell County Board of Education offers programs at both the elementary and secondary levels. In its five English-language public schools, the Board offers a rich educational program somewhat similar to the Catholic Board's program, except for religious education. All these schools offer a core program in French as a second language (40 minutes per day); four out of five schools have been providing an extended core program in French as a second language (75 minutes per day) for the last two years. As of September 1987, Rockland Public School will offer a French Immersion program, where fifty percent of the subjects will be taught in French. During the summer, three-week French Immersion programs are offered in the English schools.

The Board of Education provides instructional programs to its secondary panel in six schools: three French and three mixed schools. The special situation of these schools will be explained in chapter 11 (Students, Programs and Services).

The special education programs at the secondary level conform to Bill 82. For English-speaking students, these services are centralized at Plantagenet High School.

The alternative school program offered during the day is aimed at the reintegration of adults who wish to complete their secondary school education. Business and industry cooperate

fully with Hawkesbury D.H.S. in a cooperative education program. A school for drop-outs has been in operation in the same municipality for the past three years.

The Board of Education offers remedial programs for secondary school students during the summer. Adult education programs are also available as general interest courses or as credit courses.

The School Board Structures

Prior to December 1st, 1986, twelve Francophone trustees of the Prescott & Russell Roman Catholic Separate School Board were responsible for the French and English-language education of the Catholic school population in the United Counties. On the other hand, six Anglophone trustees of the Prescott & Russell County Board of Education had jurisdiction over five English-language public elementary schools; these same trustees, along with twelve Francophone trustees, were responsible for the six secondary schools in Prescott-Russell.

Bill 75, passed on July 10, 1986, grants linguistic minorities the right to elect representatives on every school board in Ontario. This is reflected in the following board structures.

PRESCOTT-RUSSELL COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

At the present time, the Prescott & Russell Roman Catholic Separate School Board is made up of fifteen Trustees. At the October 1986 elections, the English-speaking Catholics elected three trustees to form the English-Language Educational Council (ELEC) with exclusive jurisdiction on English-language catholic education. On the other hand, twelve trustees form the French-Language Educational Council (FLEC).

PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION

As it now stands, the Prescott-Russell County Board of Education has twenty-one members. Twelve of these are Catholic trustees who were elected to represent the Catholic school supporters on the secondary panel because the extension of the Catholic school system has not yet been achieved. These twelve trustees, being Francophones, automatically became the board's French-Language Educational Council. On the other hand, the Anglophone component of the board was increased from six to nine, in order to reflect more fairly the total English enrolment of the whole board, from Junior Kindergarten to grade 13. These nine trustees form the English-Language Education Council of the board. The twenty-one trustees of the entire school board deal with matters of common jurisdiction,

while the board's two councils deal with matters that are within their exclusive jurisdictions.

The extension of the Catholic school system in the province, started in 1984, was confirmed by Bill 30 on June 24, 1986. Though the Prescott-Russell County Roman Catholic Separate School Board requested extension under Bill 30, the Minister of Education did not grant its request due to the complexities involved in the Prescott-Russell situation and the effects on schools and minorities.

Table 3.7 illustrates the present structures of the two boards having jurisdiction within the United Counties of Prescott and Russell, the Board of Education and the Catholic School Board.

TABLE 3.1

PUPIL ENROLMENT UNITED COUNTIES OF PRESCOTT AND RUSSELL
SEPTEMBER 30, 1986

Prescott-Russell County Board of Education

	Francophones	Anglophones
Elementary schools	-	1 664
Secondary schools	2 836	760
Resident external		
a) public secondary	6	180
b) 11-12 catholic	28	10
c) elementary	2	24
	2 872	2 638
Less non-residents	104	10
Resident pupils of PRCBE	2 768	2 628

Prescott-Russell County Roman Catholic Separate School Board

	Francophones	Anglophones
Elementary schools	6 812	255
Resident external		
a) J.K. to grade 8	49	34
b) grades 9 to 10	75	27
	6 936	316
Less non-residents	58	8
Resident pupils of PRCRCSSB	6 878	308
Combined enrolment of both school boards	9 646	2 936

Source: Prescott-Russell County Board of Education; Prescott-Russell County Roman Catholic Separate School Board.

TABLE 3.2

PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION
SCHOOL ENROLMENT, SEPTEMBER 30, 1986

SECONDARY SCHOOLS

School	Francophone Students	Anglophone Students	Total
Casselman	555	-	555
Embrun	286	-	286
Hawkesbury	866	181	1 047
Plantagenet	537	374	911
L'Escale	393	-	393
Vankleek Hill	199	205	404
TOTAL	2 836	760	3 596

ELEMENTARY SCHOOLS

School	Grades	Anglophone Pupils
Cambridge	JK - 8	173
Plantagenet	JK - 5	168
Pleasant Corners	JK - 8	656
Rockland	JK - 8	275
Russell	JK - 8	392
TOTAL		1 664

Source: Prescott-Russell County Board of Education.

TABLE 3.3

PRESCOTT-RUSSELL COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

SCHOOL ENROLMENT, SEPTEMBER 30, 1986

FRENCH SCHOOLS

Municipality	School	Grades	Pupils
St-Bernardin	St-Bernardin	J.K. to 8	63
Hammond	St-Mathieu	J.K. to 8	251
Clarence Creek	Ste-Félicité	J.K. to 8	262
Bourget	Sacré-Coeur	J.K. to 8	311
St-Pascal-Baylon	Du Rosaire	J.K. to 8	105
St-Eugène	N.-D. de Fatima	J.K. to 8	167
Chute-à-Blondeau	St-Joachim	J.K. to 8	152
Hawkesbury	L'Assomption	J.K. to 3	153
Hawkesbury	Ste-Marguerite-B.	J.K. to 6	321
Hawkesbury	Paul VI	J.K. to 8	521
Hawkesbury	Paul VI	Tr. Ret.	26
Hawkesbury	St-Jean-Bosco	4 to 8	197
Russell	St-Joseph	J.K. to 8	335
Embrun	St-Jean	J.K. to 8	530
St-Albert	St-Albert	J.K. to 8	206
Vankleek Hill	St-Grégoire	J.K. to 8	255
St-Isidore-de-Prescott	St-Isidore-de-Prescott	J.K. to 8	263
L'Orignal	St-Jean-Baptiste	J.K. to 8	364
Lefaivre	St-Joseph	J.K. to 8	108
Wendover	St-Joseph	J.K. to 8	124
Curran	St-Luc	J.K. to 8	114
Casselman	St-Paul	4 to 8	264
Casselman	St-Paul	Tr. Ret.	19
Casselman	Ste-Euphémie	J.K. to 3	239
Plantagenet	St-Paul	J.K. to 8	246
Limoges	St-Viateur	J.K. to 8	273
Alfred	St-Victor	J.K. to 8	245
Alfred	St-Victor	Tr. Ret.	23
Rockland	Ste-Trinité	J.K. to 8	675
Sub-total			6 812

ENGLISH SCHOOLS

Municipality	School	Grades	Pupils
Hammond	Pope John Paul II	J.K. to 8	252
Hammond	Pope John Paul II	Tr. Ret.	3
Sub-total			255
TOTAL			7 067

Source: Statistics Branch, Ministry of Education.

TABLE 3.4

PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION

EXTERNAL RESIDENTS, SEPTEMBER 30, 1986

Schools attented	Francophones		Anglophones	
	Elementary	Secondary	Elementary	Secondary
Stormont, D. & G. (Public)				
North Dundas D.H.S.				134
Glengarry D.H.S.				2
Laggan P.S.			6	
Maxville P.S.			2	
Carleton (Public)				
Osgoode H.S.				23
Cairine Wilson H.S.				3
Sir Guy Carleton				2
E. Séraphin-Marion	1			
Orléans Woods P.S.			1	
Sir Winston Churchill P.S.			1	
Carleton (Separate)				
St. Mark S.S.				7
Pius X S.S.				3
Ottawa (Public)				
H.S. of Commerce				1
McArthur H.S.				3
E.S. Cartier		1		
E.S. De-La-Salle		5		
Canterbury H.S.				12
Ottawa (Separate)				
Samuel-Genest		28		
Tr. Retarded				
Clifford Bowey			4	
PRCRCSSB	1		8	
McHugh			1	
Sir Guy Carleton			1	
TOTAL	2	34	24	190

Source: Prescott-Russell County Board of Education.

TABLE 3.5

PRESCOTT-RUSSELL COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD
EXTERNAL RESIDENTS, SEPTEMBER 30, 1986

Schools attented	Francophones		Anglophones	
	Elementary	Secondary	Elementary	Secondary
Juvénat du Sacré-Coeur, Cornwall		22		
Collège Samuel-Genest, Ottawa		52		
Collège N.-Dame, Sudbury		1		
Ottawa Treatment Centre			1	
St. Mark, Manotick			9	18
St. Matthew's, Orleans				9
Ste-Thérèse d'Avila, Marionville	47			
Laurier-Carrière, Nepean	2			
St. Catherine, Metcalfe			24	
TOTAL	49	75	34	27

TABLE 3.6

PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION
EXTERNAL RESIDENT PUPILS OF BOTH BOARDS, SEPTEMBER 30, 1986

Receiving Boards	Francophones		Anglophones	
	Elementary	Secondary	Elementary	Secondary
Stormont, D. & G. Board of Education			8	136
Carleton Board of Education	1		2	28
Carleton RCSS Board				10
Ottawa Board of Education		6		16
Ottawa RCSS Board		28		
Tr. Retarded	1		14	
Sub-total: 250	2	34	24	190

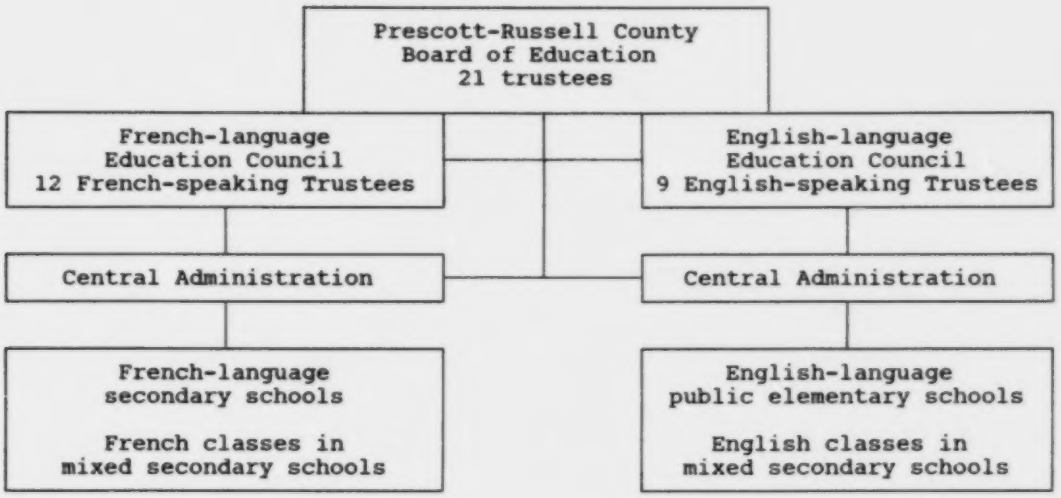
PRESCOTT-RUSSELL COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

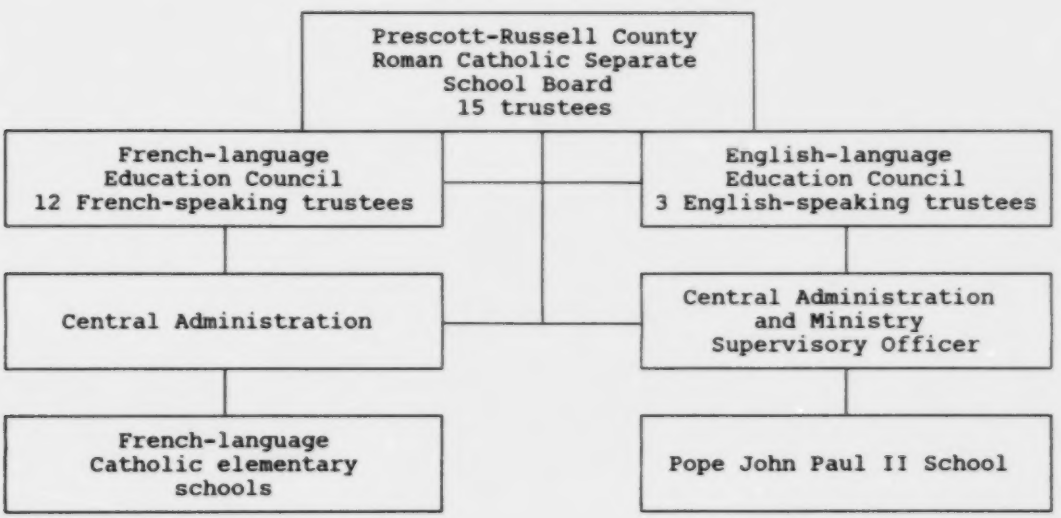
Receiving Boards	Francophones		Anglophones	
	Elementary	Secondary	Elementary	Secondary
Stormont, D. & G. RCSS Board		22		
Ottawa RCSS Board		52		
Sudbury RCSS Board		1		
Carleton RCSS Board	49		33	27
Ottawa Children's Treatment Centre			1	
Sub-total: 185	49	75	34	27
TOTAL: 435	51	109	58	217

Source: Prescott-Russell County Board of Education; Prescott-Russell County Roman Catholic Separate School Board.

TABLE 3.7

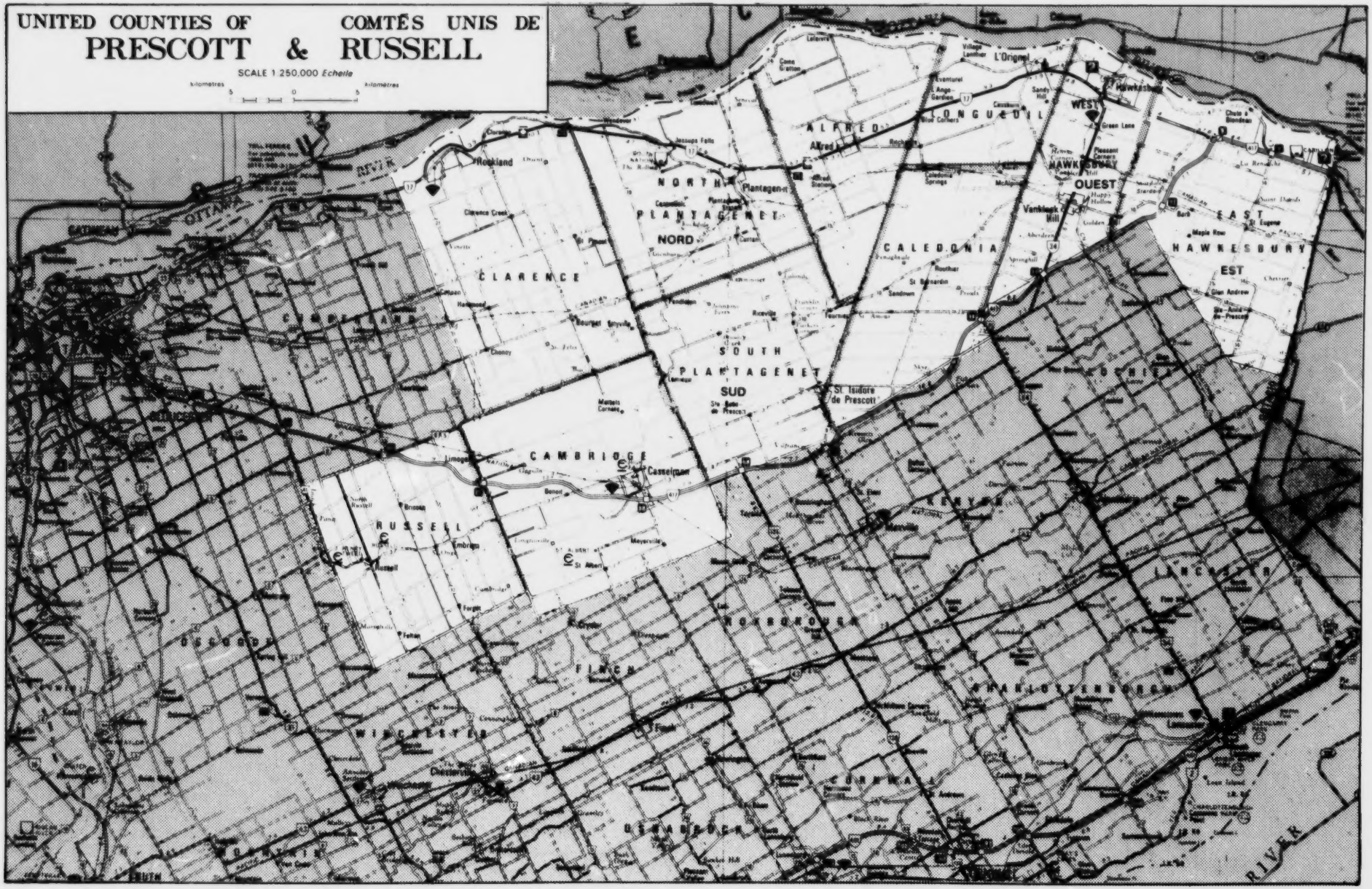
PRESENT STRUCTURE OF SCHOOL BOARDS IN PRESCOTT-RUSSELL



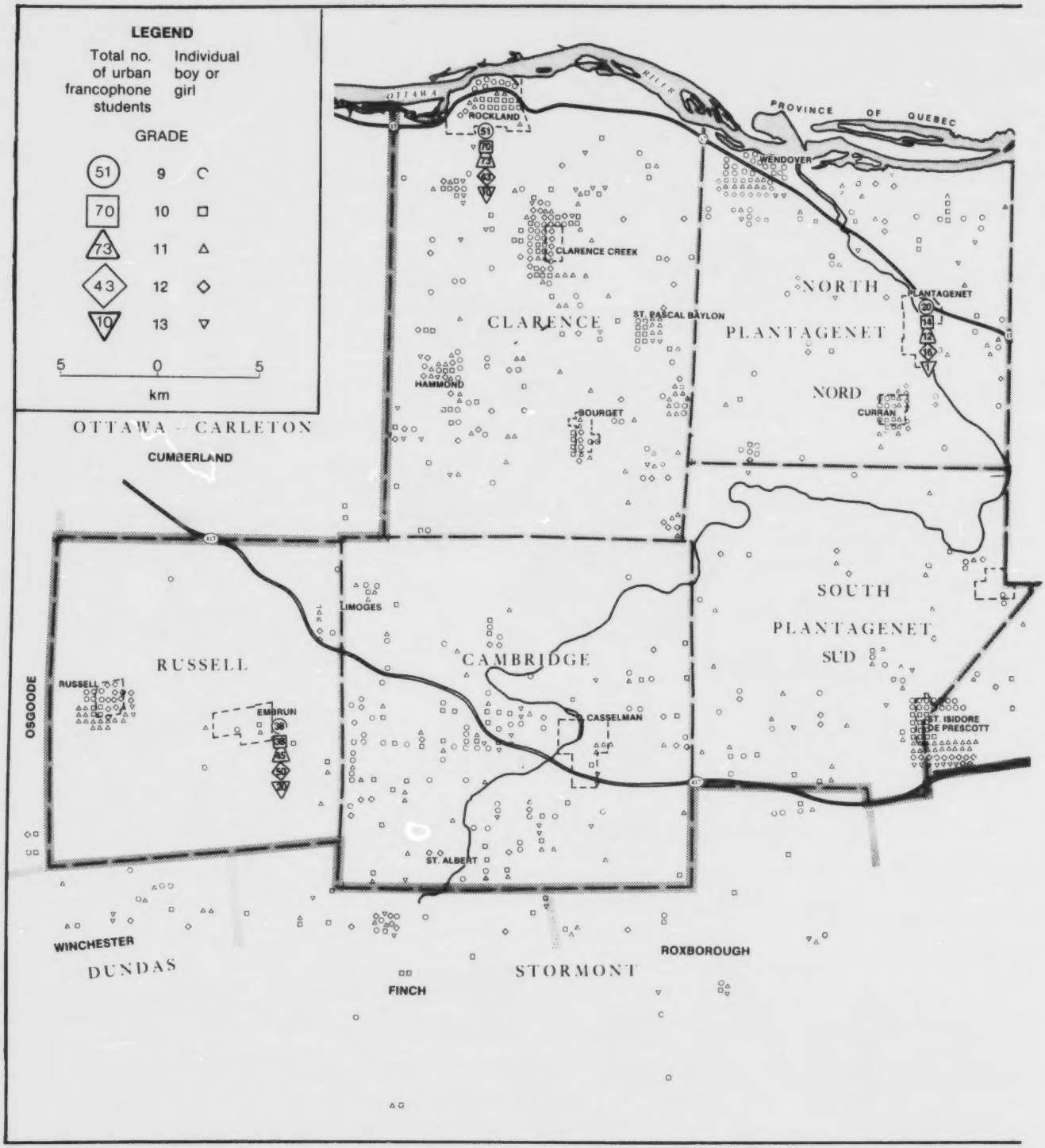


Map 3.1

UNITED COUNTIES OF PRESCOTT AND RUSSELL

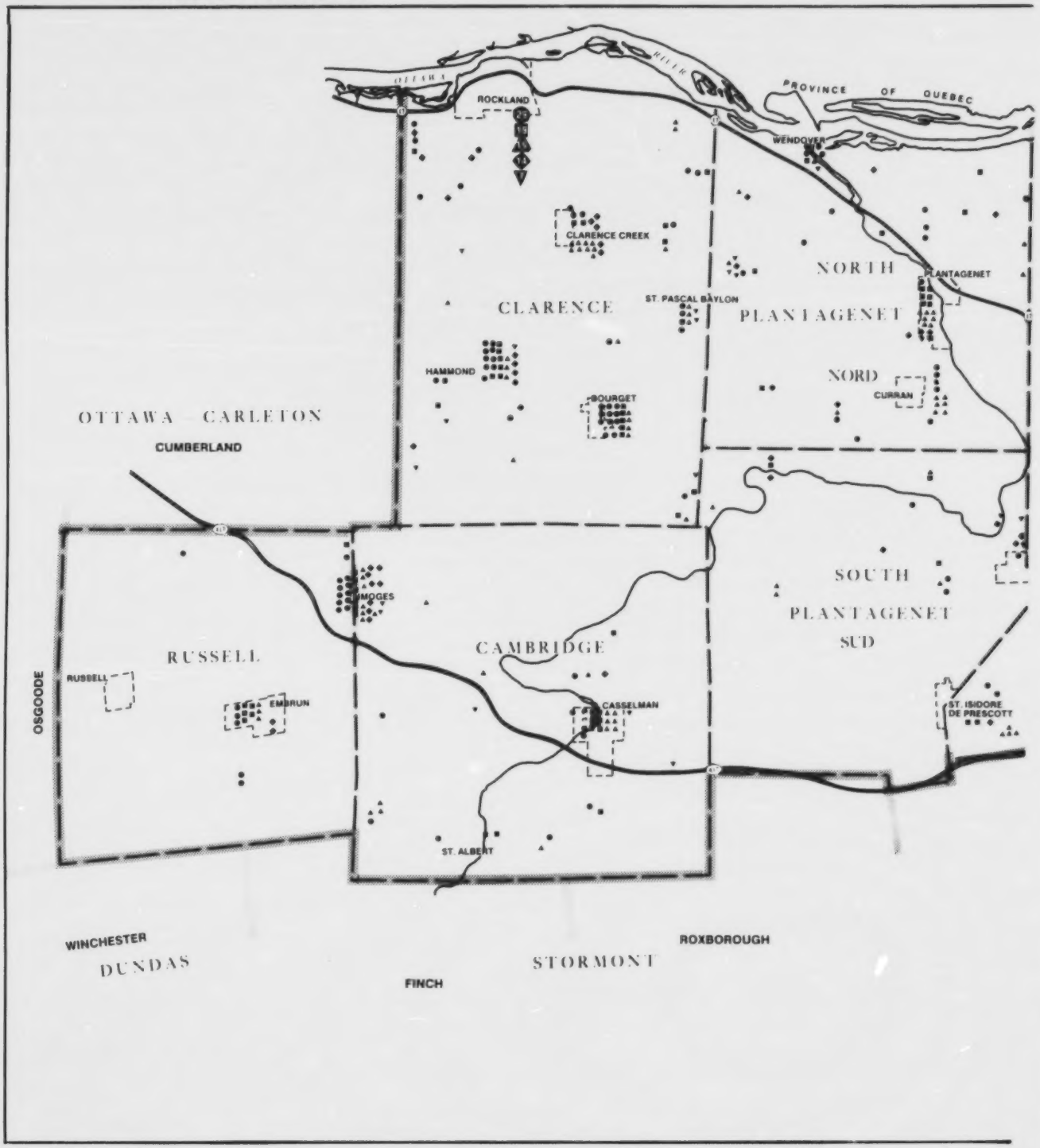


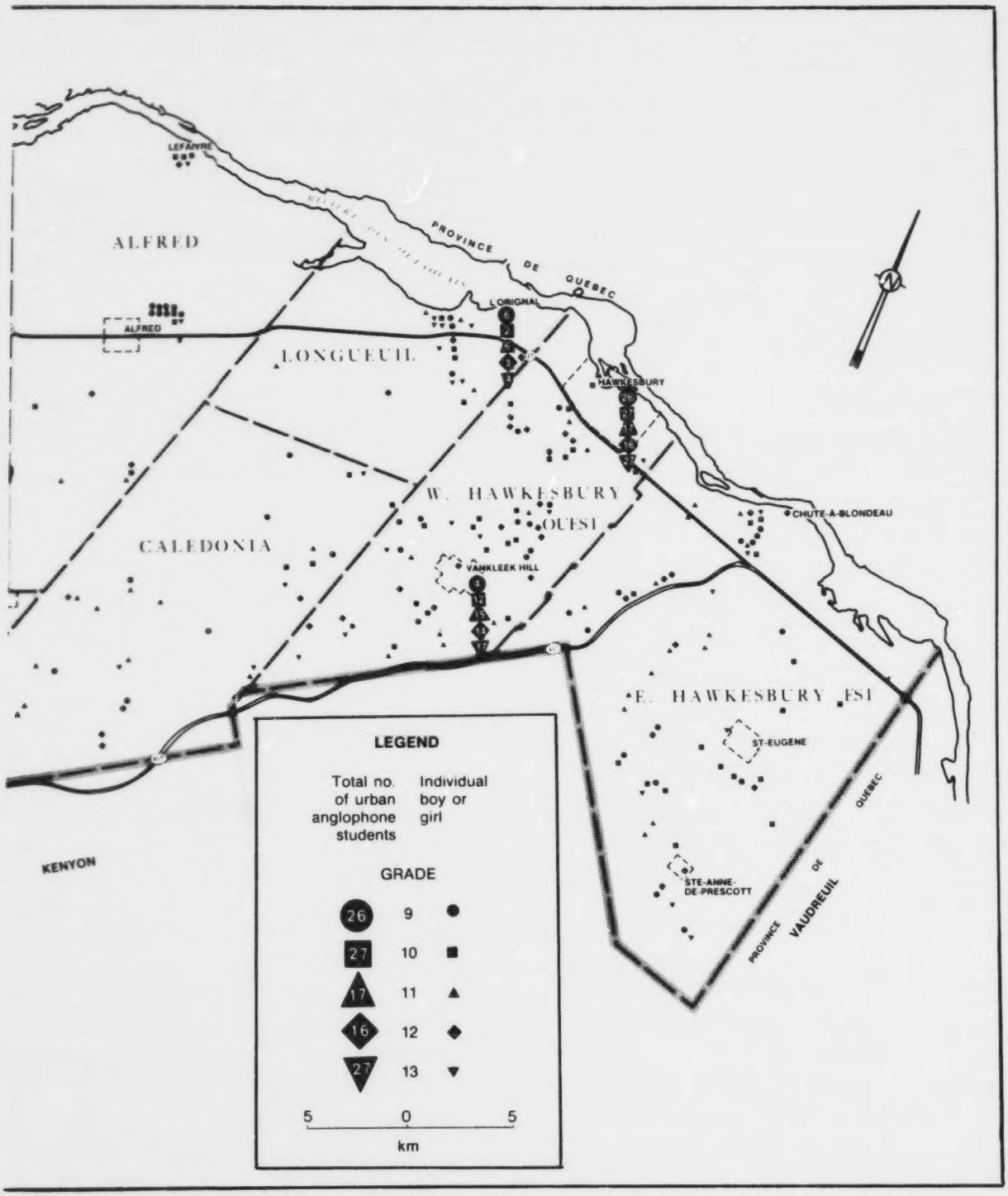
Map 3.2 **AREAL DISTRIBUTION OF FRANCOPHONE HIGH SCHOOL STUDENTS IN PRESCOTT-RUSSELL**



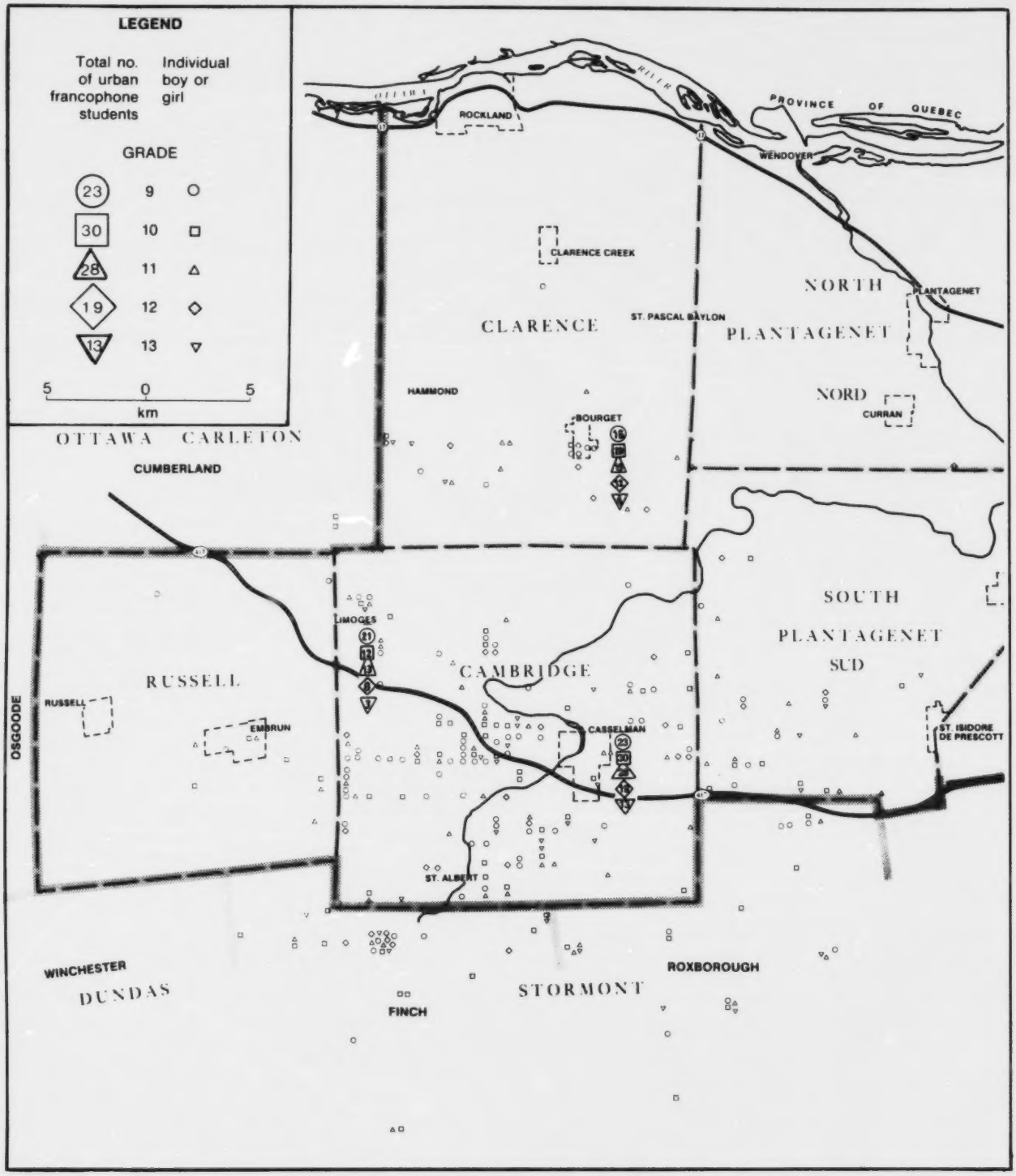
LEFAIVRE
ALFRED
ALFRED
LONGUEUIL
PROVINCE DE QUEBEC
L'ORIGNAL
HAWKESBURY
W. HAWKESBURY
OUEST
CHUTE-A-BLONDEAU
CALEDONIA
VANKLEEK HILL
E. HAWKESBURY EST
ST-EUGENE
LOCHIEL
KENYON
GLENGARRY
STE-ANNE-DE-PRESCOTT
PROVINCE DE QUEBEC
VAUDREUIL

Map 3.3 AREAL DISTRIBUTION OF ANGLOPHONE HIGH SCHOOL STUDENTS IN PRESCOTT-RUSSELL

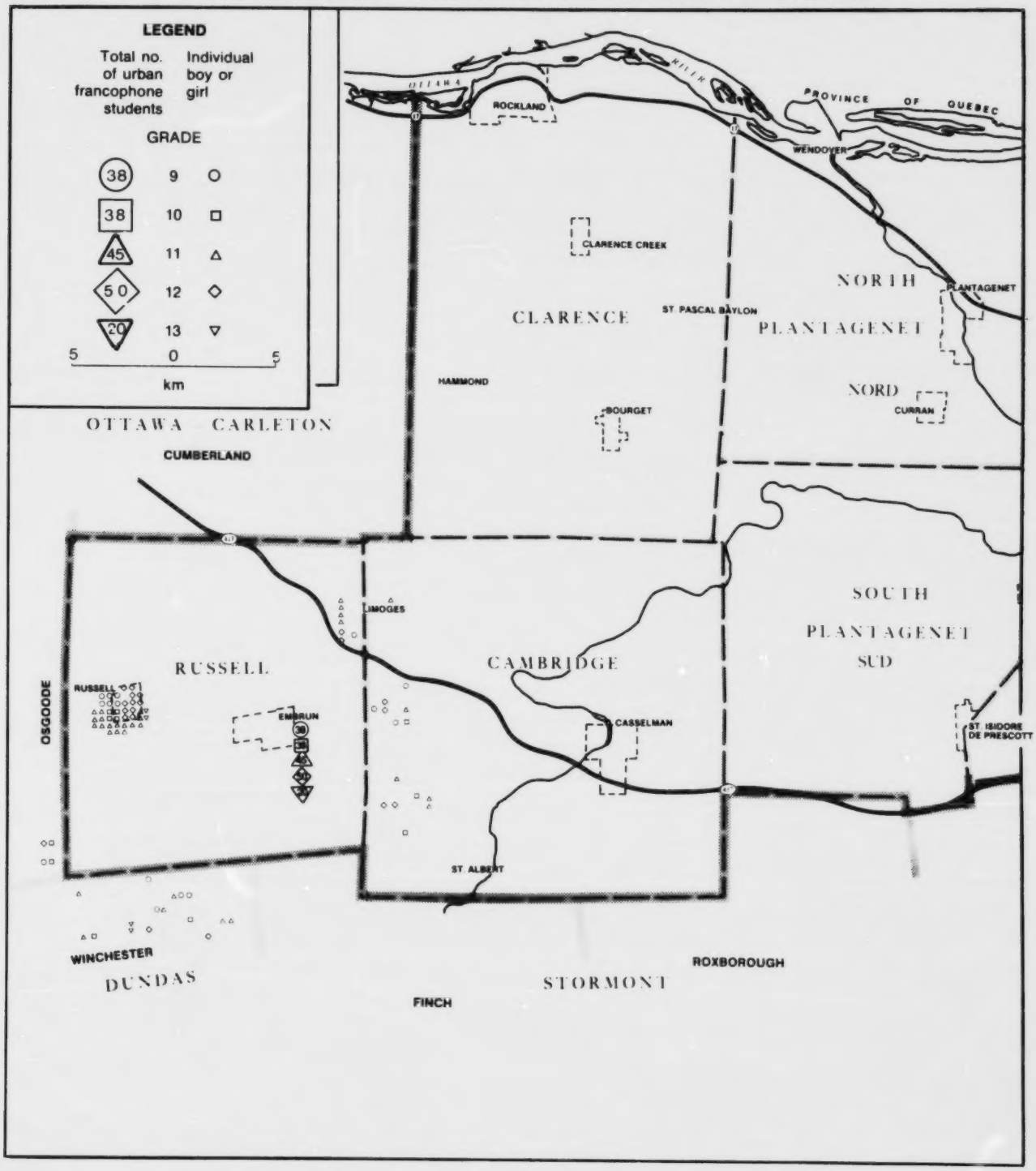



LEFAIVRE
ALFRED
ALFRED
PROVINCE DE QUEBEC
LONGUEUIL
L'ORIGNAL
HAWKESBURY
W. HAWKESBURY
OUEST
CHUTE-A-BLONDEAU
CALEDONIA
VANKLEEK HILL
E. HAWKESBURY EST
ST-EUGENE
KENYON
STE-ANNE-DE-PRESCOTT
PROVINCE DE QUEBEC
VAUDREUIL
LEGEND
Total no. of urban anglophone students
Individual boy or girl
GRADE
26
9
27
10
17
11
16
12
27
13
5 0 5
km

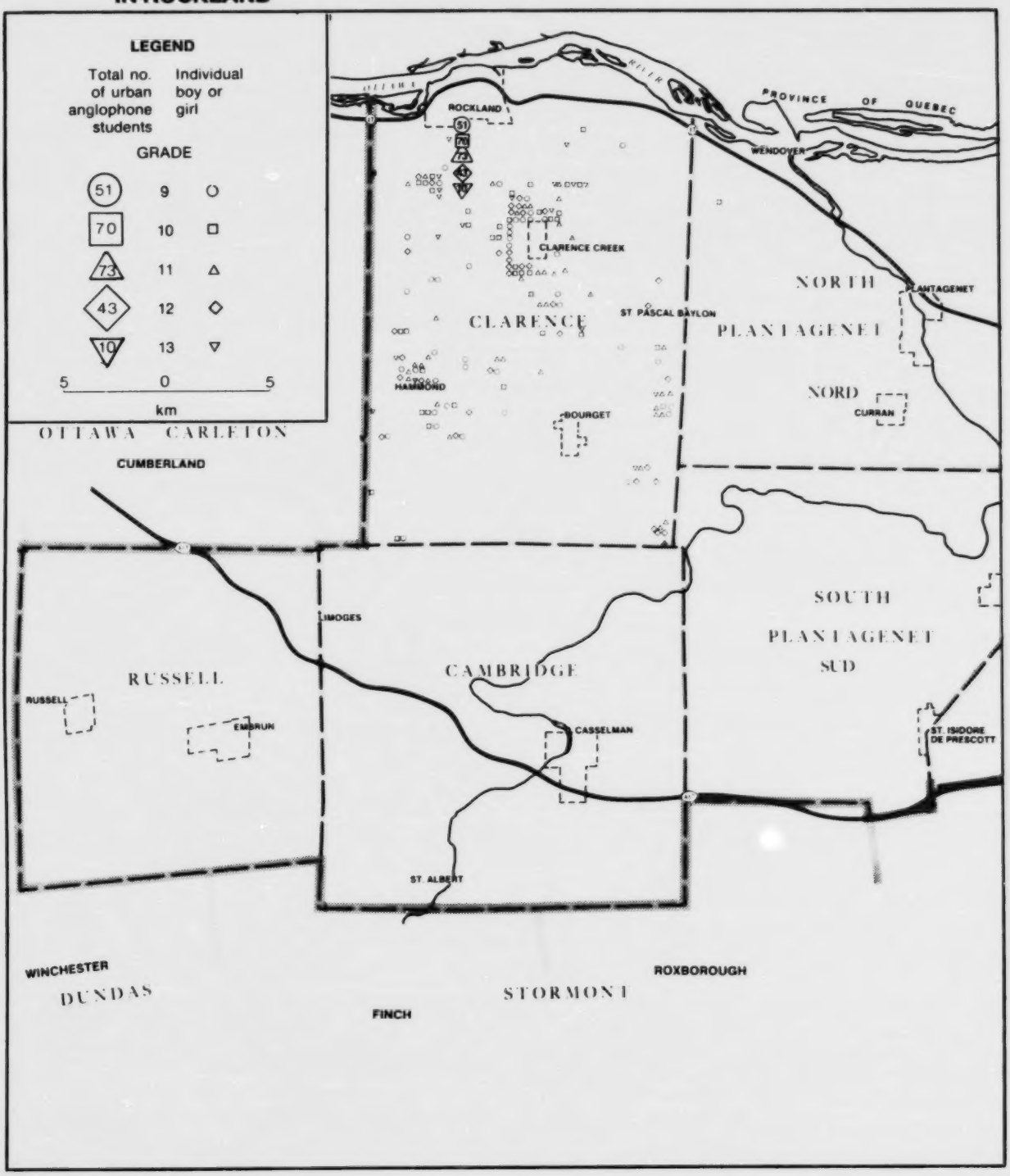
Map 3.4 AREAL DISTRIBUTION OF FRANCOPHONE STUDENTS AT CASSELMAN H.S.



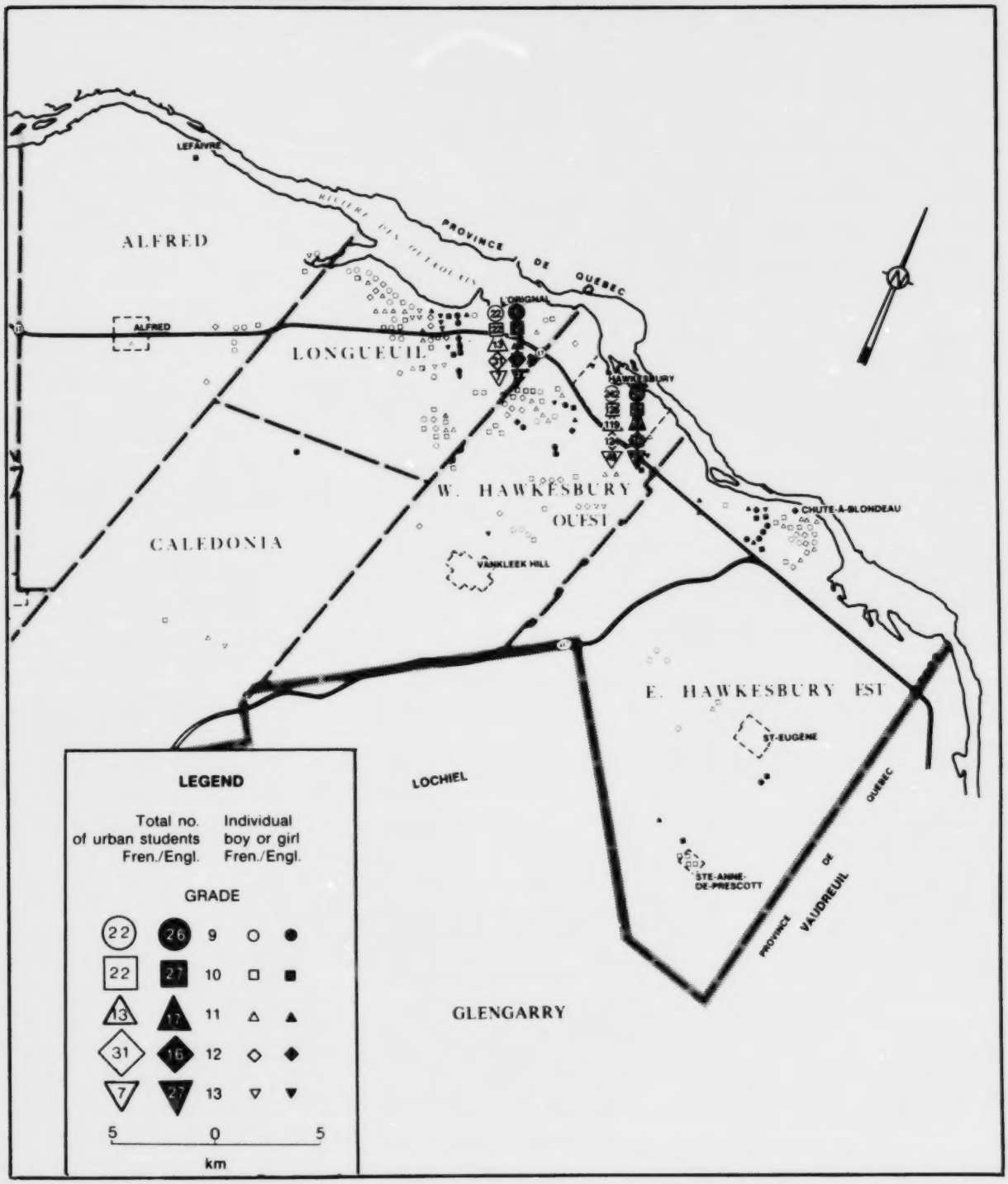
Map 3.5 AREAL DISTRIBUTION OF FRANCOPHONE STUDENTS AT EMBRUN H.S.



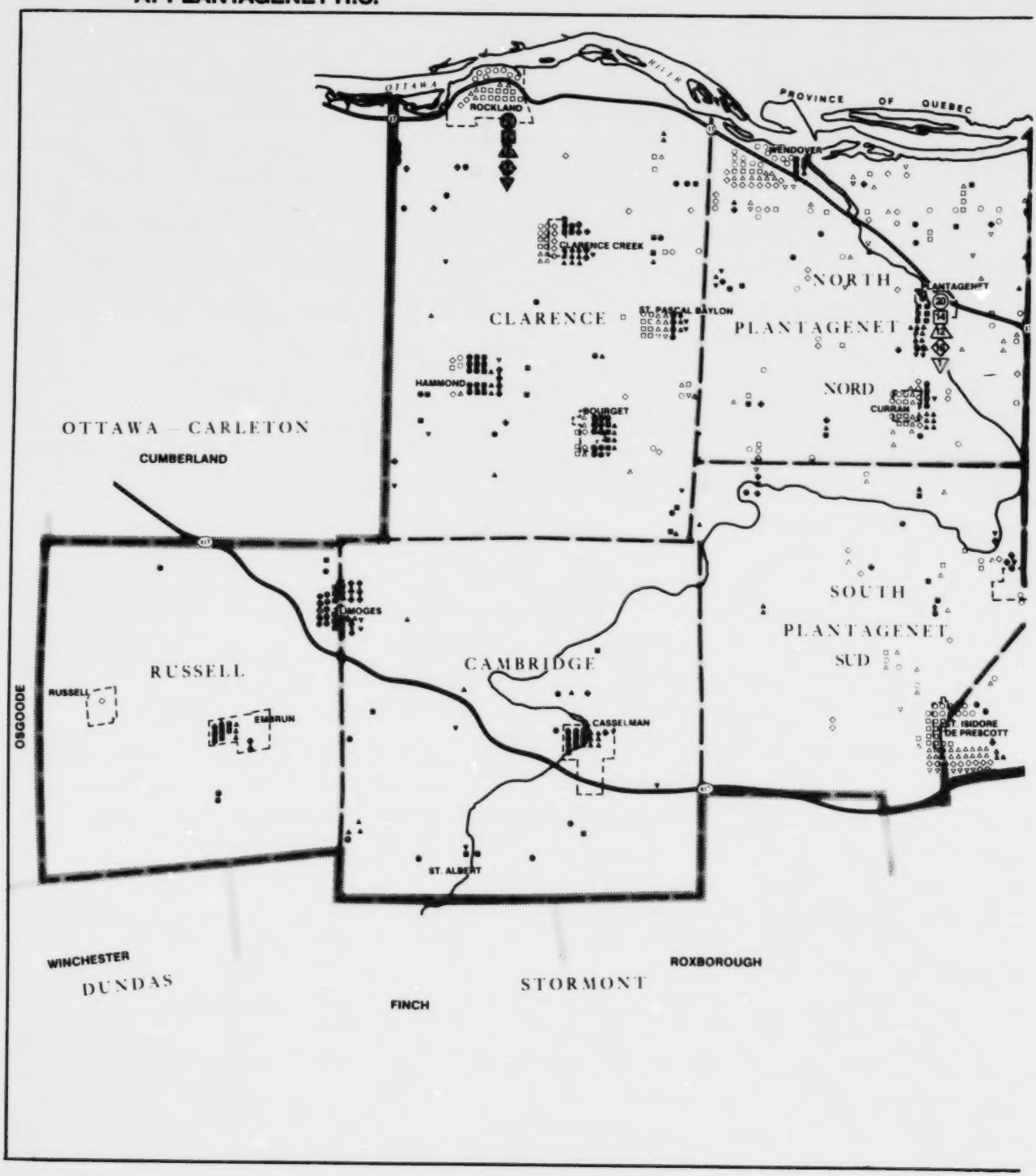
Map 3.6 AREAL DISTRIBUTION OF FRANCOPHONE STUDENTS AT L'ESCALE H.S. IN ROCKLAND

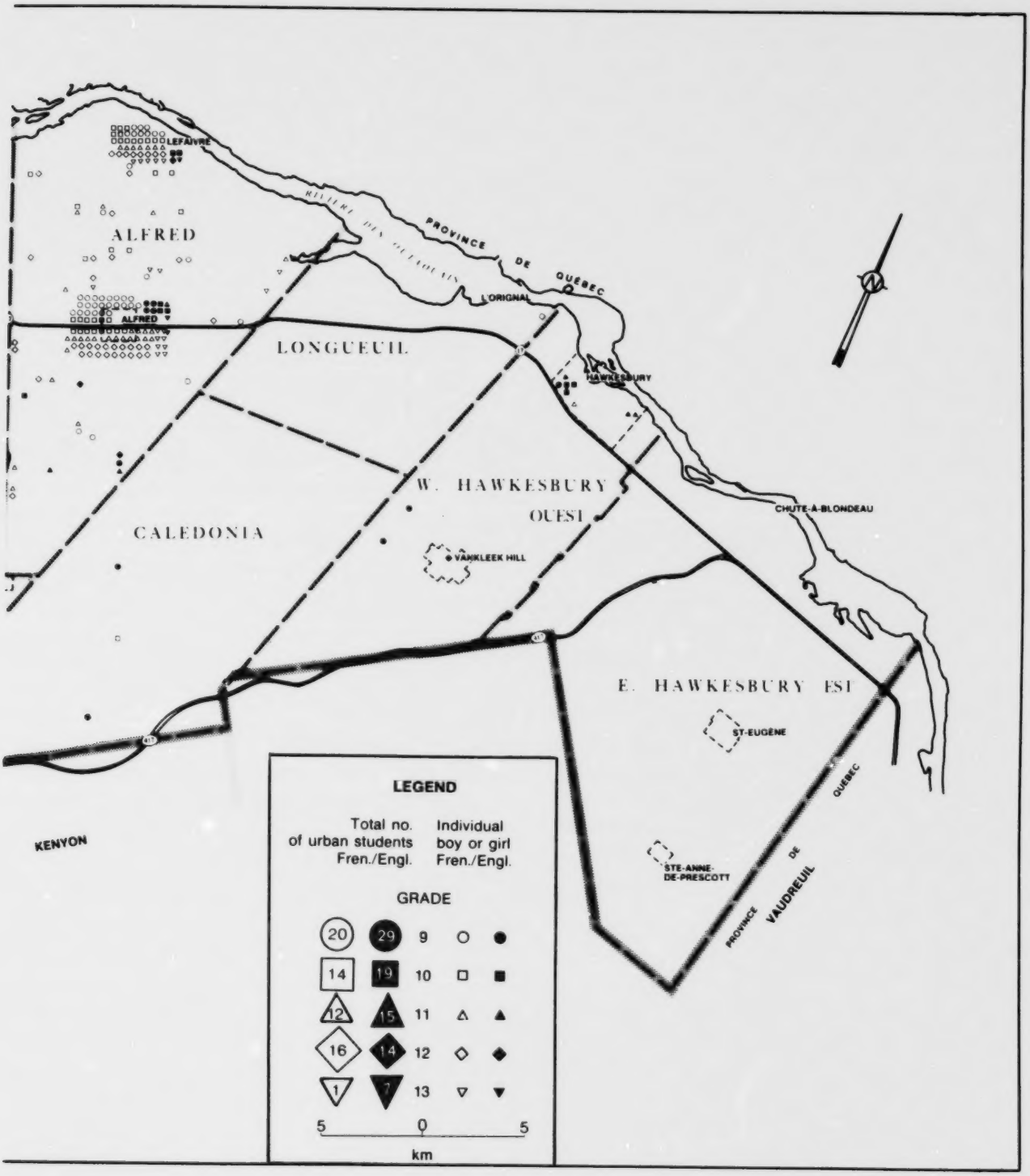


Map 3.7 **AREAL DISTRIBUTION OF FRANCOPHONE AND ANGLOPHONE STUDENTS AT HAWKESBURY H.S.**

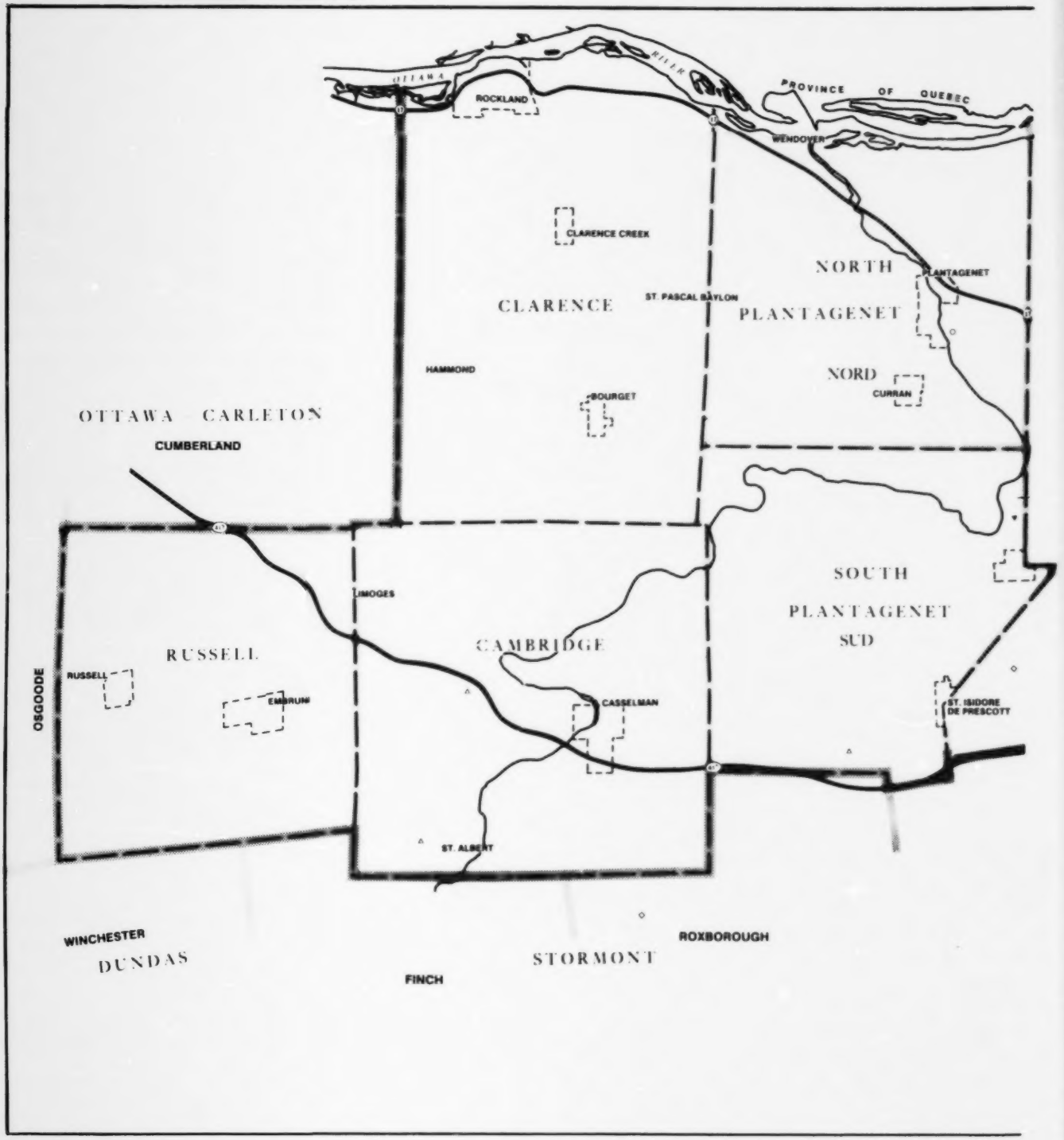


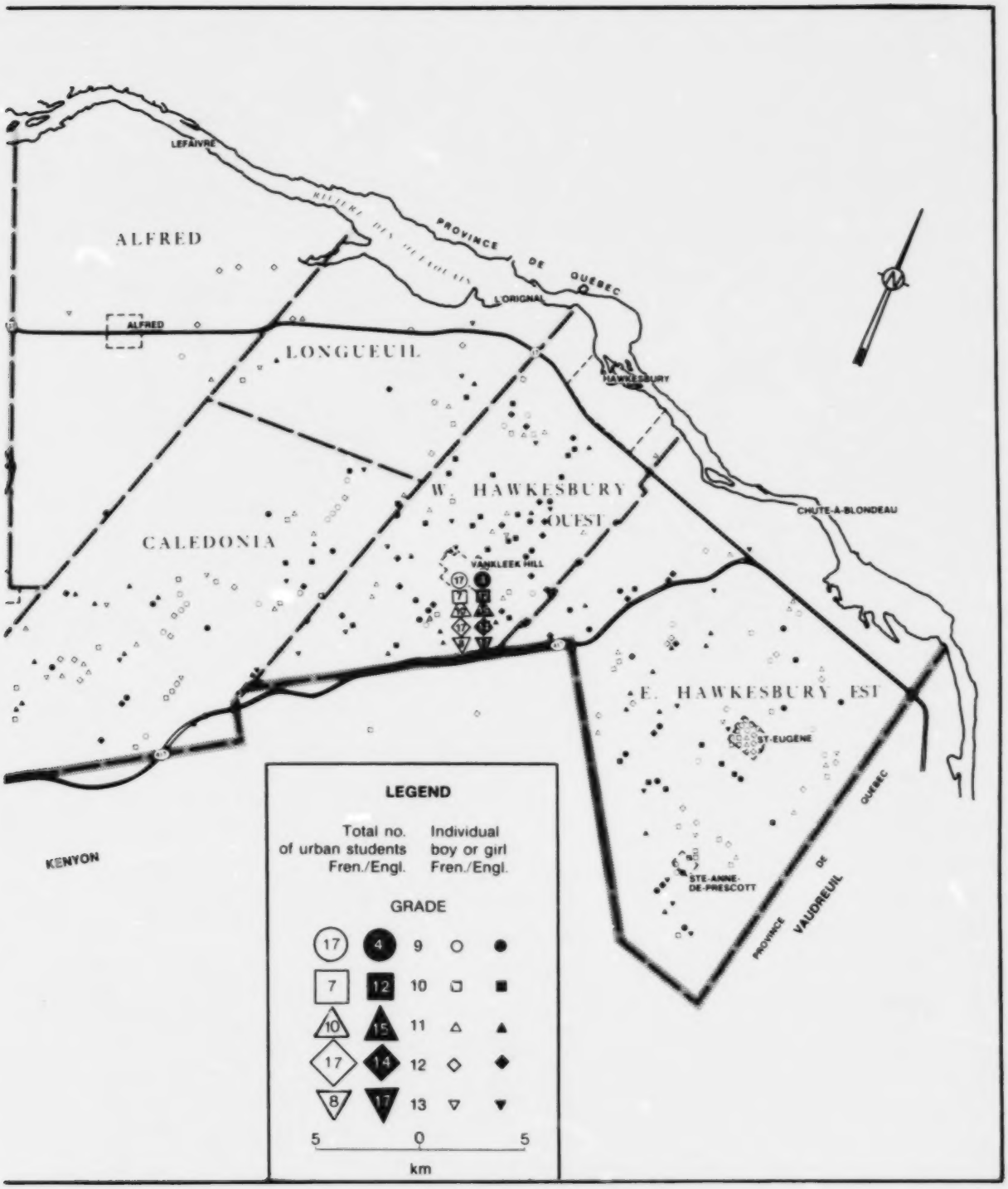
Map 3.8 **AREAL DISTRIBUTION OF FRANCOPHONE AND ANGLOPHONE STUDENTS AT PLANTAGENET H.S.**



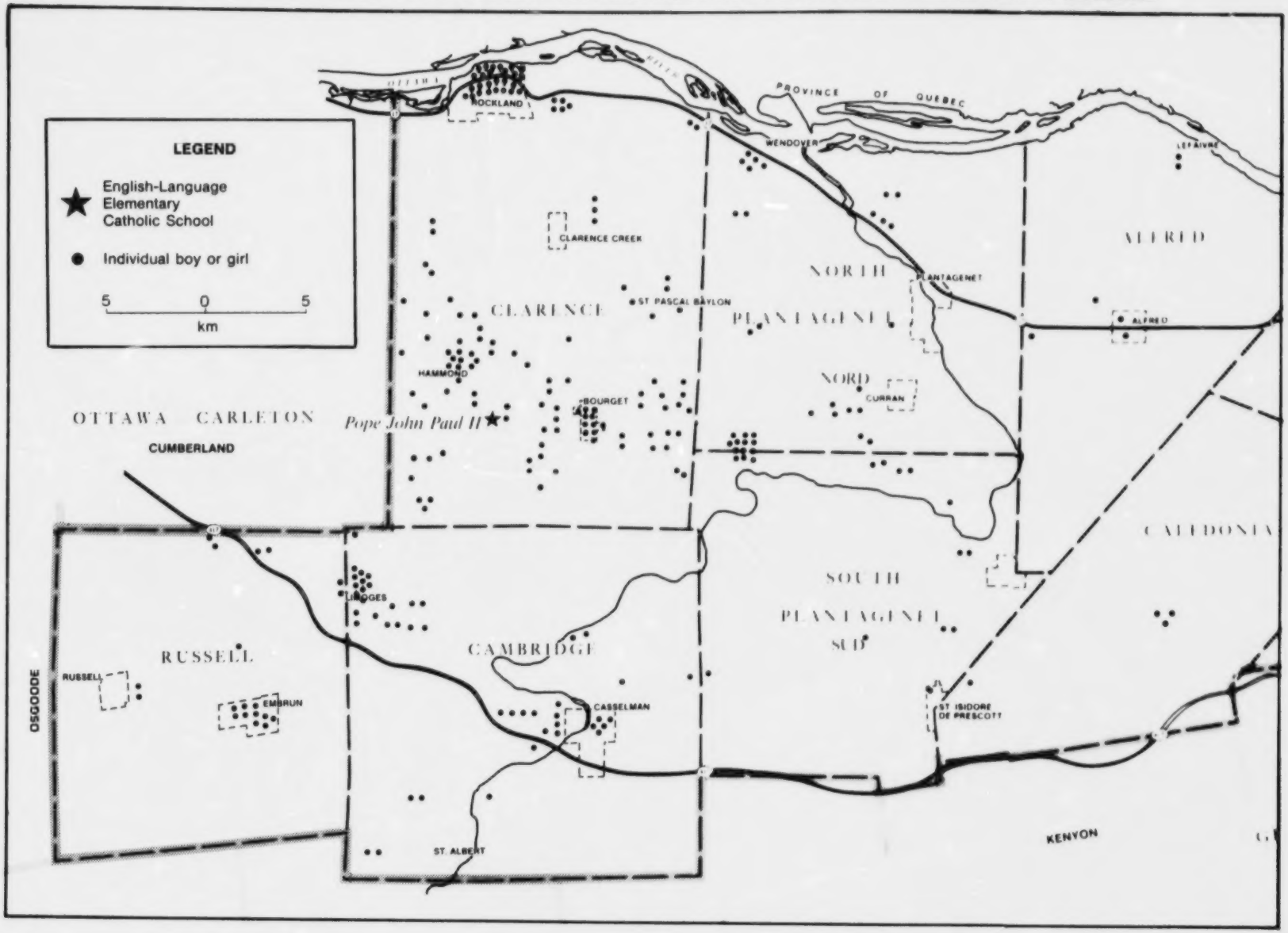

LEFAIVRE
ALFRED
ALFRED
PROVINCE DE QUÉBEC
L'ORIGNAL
LONGUEUIL
HAWKESBURY
W. HAWKESBURY
OUEST
CHUTE-À-BLONDEAU
CALEDONIA
VANKLEEK HILL
E. HAWKESBURY EST
ST-EUGÈNE
KENYON
STE-ANNE-DE-PRESCOTT
PROVINCE DE QUÉBEC
VAUDREUIL
LEGEND
Total no. of urban students Fren./Engl.
Individual boy or girl Fren./Engl.
GRADE
20 29 9
14 19 10
12 15 11
16 14 12
1 7 13
5 0 5
km

MAP 3.9 AREAL DISTRIBUTION OF FRANCOPHONE AND ANGLOPHONE STUDENTS AT VANKLEEK HILL H.S.

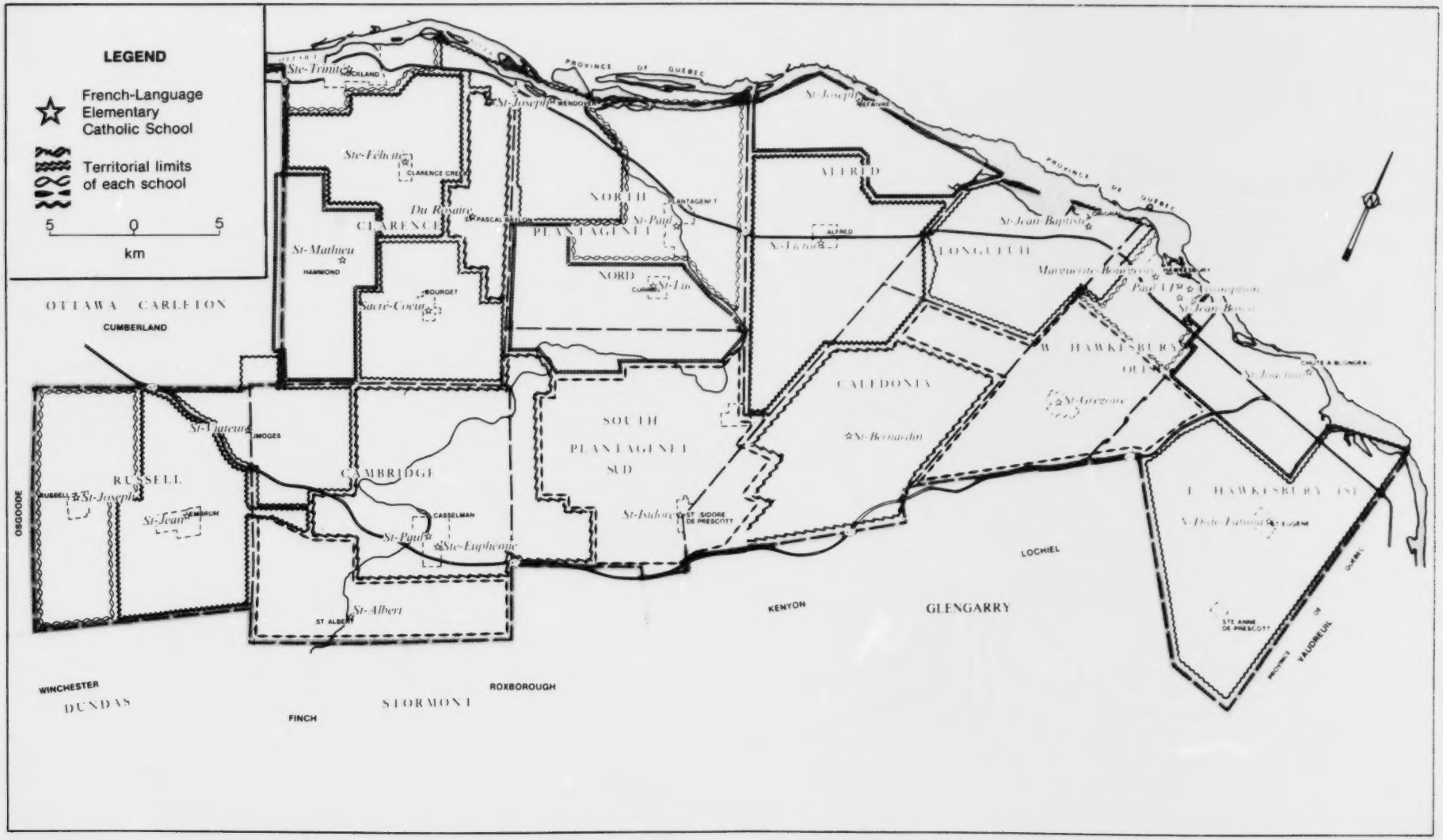



LEFAIVRE
ALFRED
PROVINCE DE QUEBEC
L'ORIGNAL
ALFRED
LONGUEUIL
HAWKESBURY
W. HAWKESBURY OUEST
CHUTE-A-BLONDEAU
CALEDONIA
VANKLEEK HILL
E. HAWKESBURY EST
ST-EUGENE
KENYON
STE-ANNE-DE-PRESCOTT
PROVINCE DE QUEBEC VAUDREUIL
LEGEND
Total no. of urban students Fren./Engl.
Individual boy or girl Fren./Engl.
GRADE
17 4 9
7 12 10
10 15 11
17 14 12
8 17 13
5 0 5
km

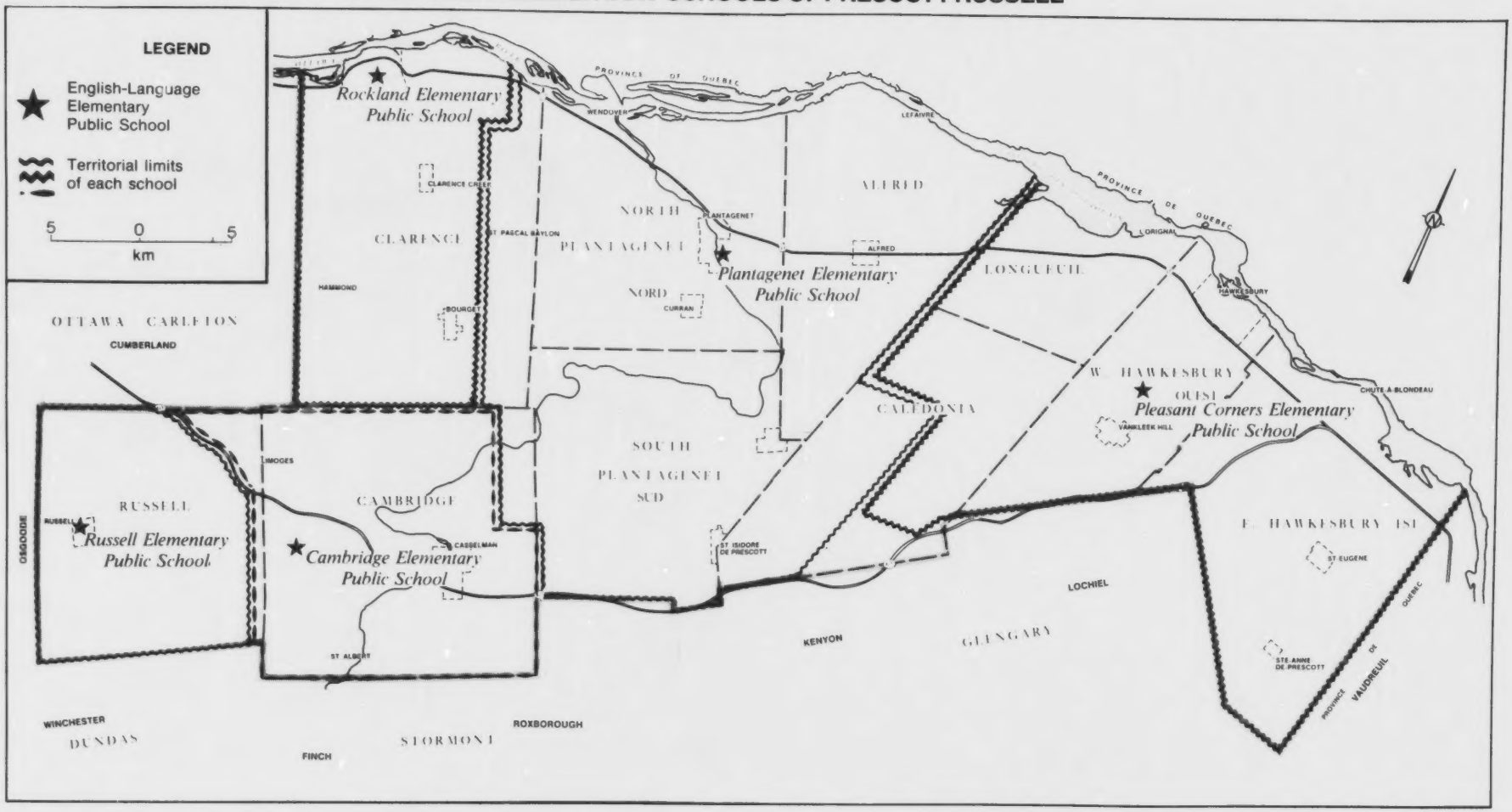
Map 3.10 AREAL DISTRIBUTION OF THE STUDENTS ATTENDING POPE JOHN PAUL II ELEMENTARY SCHOOL



Map 3.11 ATTENDANCE AREAS OF FRENCH-LANGUAGE ELEMENTARY SCHOOLS OF PRESCOTT-RUSSELL



Map 3.12 ATTENDANCE AREAS OF PUBLIC ELEMENTARY SCHOOLS OF PRESCOTT-RUSSELL



PART II THE NEED FOR CHANGE

4. ISSUES

The unique character of the Prescott-Russell United Counties was often stressed by the presentors during the public hearings conducted by the Study Committee. Many specific factors contributing to the region's uniqueness shed light on the community's difficulties in trying to implement the Ontario government's recent legislation on education, Bill 30 and Bill 75.

Linguistic Groups

The Prescott-Russell region's distinctive feature resides in the fact that the majority of its population is French-speaking. Bill 75, the Ontario government's response to the Court of Appeal decision rendered in June 1984, which confirms the right of the Ontario Francophone minority to self-governance in matters of education, extends this right to the Anglophone minority in Prescott-Russell.

The Francophone trustees of both school boards, supported by French-language organizations in the province, are requesting legislation for the establishment of a French-Language school board. They insist on the fact that their being a majority should not hinder their right to such a school board. The principle of self-governance worries the minority English-speaking population of Prescott-Russell; because their school enrolment is relatively small, they request that the government provide them with the resources that are needed to maintain their present high standard of education.

Assessment for Catholic and Public Sections

As previously mentioned, the regional demographic situation in Prescott-Russell is the reverse of the provincial picture, and this is even more obvious in the field of assessment for taxation purposes. In fact, over seventy-three percent of the combined residential, commercial and industrial assessment is directed to the Prescott-Russell County Roman Catholic Separate School Board. (See Table 4.1) Therefore, it is not surprising that the implementation of Catholic school extension creates difficulties, and that the non-Catholic Anglophones have certain misgivings concerning their children's educational future.

On the other hand, when one considers the guarantees newly provided by Bill 30 for the extension of the Catholic school system, it is rather easy to understand the reaction of the Francophone majority that has the greater share of the

equalized assessment of the United Counties and is not yet entitled to a Catholic secondary school education in Prescott-Russell. They are rather unhappy with the fact that over one hundred of their children must attend Catholic schools in other jurisdictions.

However, the impact of Catholic school extension on the public school system cannot be denied. Because a secondary school system of a high standard has been established with the help of French-speaking Catholics, a certain period of adjustment will be necessary when Francophone students leave the system due to extension of funding to Catholic schools. Therefore, the problem of extension must be analyzed with extreme care, in order not to prevent the public system from striving for excellence within these future prospects.

Provincial Grants

Without stressing unduly the exceptional conditions prevailing in Prescott-Russell, we must state that the two school boards rely almost completely on receiving grants from the Ministry of Education: the rate of grant at the elementary level being seventy-one percent (71%) for the public board, eighty-two percent (82%) for the Catholic board and a rate of grant at the secondary level of seventy-six percent (76%).

The fact that Prescott-Russell is not a wealthy region is illustrated in table 4.1 showing the combined residential, industrial and commercial equalized assessments. Consequently, all future changes should bring about additional funding from the government, in order to prevent the ratepayers from being unduly penalized.

Implementing Bill 30 and Bill 75

Under these circumstances, one can readily see how difficult it might be to implement current legislation. The following are among the most important obstacles that will have to be overcome in order to put Bill 30 and Bill 75 into effect.

The adoption of Bill 75 forecasted considerable changes in the representation and structure of both Prescott-Russell school boards. The passing of Bill 75 was received with mixed feelings and created some controversy. According to Francophones, Bill 75 did not provide them with additional powers. In fact, the Francophones being the majority on both boards, already had the governance of French-language education. Moreover, as Bill 75 granted Anglophone ratepayers a guaranteed number of trustees and exclusive jurisdiction on English-language schools and programs, the powers of Francophone trustees were decreased accordingly. In the matter of representation, the number of Anglophone trustees could have

increased from 6 to 15 in 1986. At the time of the October 1986 elections, it would have been possible for the six public school trustees (who were English-speaking) not to avail themselves of their right to represent the English-language minority, thus forcing the election of nine additional Anglophone trustees. This would have increased the complement of English-speaking trustees to 15, while only twelve French-speaking trustees would have represented the Francophone majority.

Similarly, the Anglophone community also had misgivings about the situation. At the Board of Education, the aspect of denominational representation by certain trustees is put in doubt. For instance, would the trustees elected by the Catholic ratepayers have any say in the governance of English-language or of French-language schools in the public elementary panel? In addition, English-speaking trustees feel they now have less authority in certain fields that used to be their exclusive jurisdiction. One could foresee that, at the 1988 elections, without Catholic school extension, the Francophone ratepayers who would not choose to be identified according to section 23 of the Canadian Charter of Rights and Freedoms could elect a majority of Francophone trustees to represent the Anglophones.

The adoption and implementation of Bill 30 creates a complex situation. The difficulties brought about by this Bill are well known and will be treated in chapter 7. On the other hand, not achieving Catholic school extension would also prove unsatisfactory and would lead to other complications. As previously stated, the Prescott-Russell CRCSS Board is unable to offer secondary school courses at the present time, while other Catholic school boards in the province may do so.

Moreover, if extension of funding were not granted to the Prescott-Russell County Roman Catholic Separate School Board, the Prescott-Russell County Board of Education, after the 1988 elections, would be comprised of an estimated number of 18 trustees: eight on the minority English-language section (ELS) and ten on the majority French-language section. According to section 277t(2) of the Education Act, the eight members of the minority English-language section would be elected by Anglophone ratepayers, whether public or separate school supporters of the board. The majority French-language section would be comprised of six trustees elected by separate school supporters in accordance with section 59(5) of the Act, and four trustees elected by public school supporters of the board in accordance with section 59(4)(b) of the Act. All electors of members of the majority French-language section must have the qualifications as specified in section 277t(3) of the Act. The net result could be that board decisions would be made by a majority of public school trustees, when the separate school assessment is greater than the public school assessment. It is interesting to note that once more the Catholic

Anglophone ratepayers might be without representation on this board.

In short, the implementation of Bill 75 and Bill 30 creates many difficulties concerning:

- equitable representation: public and separate;
- equitable representation in matters of exclusive jurisdiction (representation of public school Francophone ratepayers);
- the identification of public school Francophone ratepayers and candidates.

Demographic Situation

The Prescott-Russell area has particular demographical characteristics. Its population is spread quite evenly throughout the counties, except for the cities of Hawkesbury and Rockland where there is a degree of concentration. The distance between communities is a hindrance to providing special services. This accounts for the fact that the secondary school population of 3,596 is distributed in six community schools, each covering a large attendance area. This situation will certainly influence scenarios to be considered for Prescott-Russell and will limit the flexibility the Committee has in proposing recommendations.

The Committee's flexibility is further limited by the configuration of the Prescott-Russell school boundaries. Furthermore, the intrusion of the Regional Municipality of Ottawa-Carleton in the North-West limits of the United Counties does not favour a more logical North-South regrouping of the Anglophone school population of the western section of the United Counties.

It should be noted that historically the two linguistic groups evolved differently from a social point of view. In fact, the Francophone residents of Prescott County and Russell County feel naturally close socially; the same does not appear to be true of the Anglophone population. On the other hand, there is empathy between the English-speaking residents of Russell County and Carleton County, whether Catholic or public school supporters. This point will be futher developed in chapter 6.

History of the Counties

The history of the United Counties, as we have seen, is rather fascinating. It is interesting to note for instance how the Anglophone community both Catholic and non-Catholic developed

around Pleasant Corners Public School, where Catholic pupils are provided accommodation in a spirit of co-operation and mutual respect. To this, we might add the existence of mixed schools at the secondary level in a region where the learning of a second language at the elementary level was not considered a top priority by ratepayers and school authorities alike.

TABLE 4.1

EQUALIZED ASSESSMENT PER MUNICIPALITY - 1986

Municipality	Public Elementary Schools	Catholic Elementary Schools
Hawkesbury	77 881 908	157 482 956
Rockland	20 443 446	67 534 747
Vankleek Hill	17 196 524	14 730 428
Alfred	620 202	16 013 607
Casselman	5 877 129	36 497 559
L'Orignal	5 848 247	27 976 736
Plantagenet	1 934 864	11 258 345
St-Isidore de Prescott	917 143	15 187 086
Alfred	4 962 375	35 784 100
Caledonia	11 950 584	24 275 168
Cambridge	16 903 734	81 348 921
Clarence	19 301 670	108 679 394
Hawkesbury E.	26 688 403	47 875 354
Hawkesbury W.	28 733 877	30 202 710
Longueuil	16 881 223	29 206 856
Plantagenet N.	10 500 716	40 007 749
Plantagenet S.	7 941 542	33 076 932
Russell	58 293 179	122 718 547
TOTAL	332 876 766	901 857 195

Note: The assessment for secondary school purposes for Prescott-Russell is the total of both assessments, i.e. 1 234 733 961.

Source: Ministry of Education.

TABLE 4.2

STRUCTURE OF THE PRESCOTT-RUSSELL COUNTY BOARD OF EDUCATION FOLLOWING THE 1988 ELECTIONS

WITH EXTENSION

and block transfer of French-language secondary schools

16 English-language school trustees elected by public school ratepayers

WITHOUT EXTENSION

ELS	MFLS	
	10 Francophone trustees	
	PUBLIC SCHOOL 4 trustees	SEPARATE SCHOOL 6 trustees
8 Anglophone trustees elected by the Anglophone Separate or Public School ratepayers	elected by the Francophone Public School ratepayers	elected by the Francophone Separate School ratepayers

5. SCENARIOS SUGGESTED DURING PUBLIC HEARINGS

This summary of the scenarios suggested by the participants during the public hearings will give the reader a better idea of the different board structures analyzed by the Committee members and the gist of their reactions thereto, in dealing with the Prescott-Russell educational issues.

In order to have a better grasp of the following scenarios, one must bear in mind that the rights held by Ontario citizens allow four different groups of school supporters to claim their own rights: Francophones, separate and public and Anglophones, separate and public.

During the public hearings, all these groups had the opportunity to voice their opinions and say what the new school board structures should be like in Prescott-Russell in order to promote the finest quality of education for their children. Many organizations requested a French-language school board guaranteeing religious rights without specifying school board structures for Anglophones. Others suggested that the French-language school board should have two sections: Catholic and non-denominational.

Some English-speaking citizens favour an Anglophone Public School Board which would also cater to the needs of Anglophone Catholic School children. On the other hand, Catholic Anglophone parents having children at Pope John Paul II Separate School, as well as the Catholic Anglophone trustees, would rather remain with the Prescott-Russell CRCSS Board. If a French-language school board were set up, the Catholic Anglophones would prefer to run their own school board.

During the public hearings, some of the groups insisted on the benefits of an Anglophone board having two sections: Catholic and public, because both communities have excellent relations. Nevertheless, the closer ties between Anglophone Catholics of the United Counties and Carleton County prompted the elected members of the English-Language Education Council of the Catholic board to suggest that bringing together the Catholic boards of adjoining counties would better conform to article 93 of the Constitution, management-wise. It would also be much easier to complete the extension of the Catholic Anglophone system. Therefore, the Committee did not see fit to recommend an Anglophone school board having two sections.

Other school board structures were suggested in the written briefs and during the oral presentations:

1. Keeping the present board structures and implementing Bill 75 and Bill 30.

Many English-speaking groups, as public school ratepayers, suggested the preceding scenario which favours the implementation of Bills 30 and 75. Bill 75 is already implemented in Prescott-Russell. The completion of the Catholic school system could be achieved progressively, thus requiring the Catholic ratepayers to choose one of three options:

a) continue enrolling their children in public secondary schools, by virtue of the universal access clause contained in Bill 30;

b) build a parallel system of secondary schools: Anglophone, Francophone or mixed;

c) become public school ratepayers.

This structure may appear to be a viable short-term solution: however, the secondary school population would be split up and the Committee believes that the secondary school enrolment is so limited that doubling the services would create a hardship to the boards. The number of secondary schools available should also be considered for this type of scenario.

On a long-term basis, this scenario would not answer the needs of Catholic Francophones and Anglophones requesting governance of their own school systems.

2. Two school boards: a Catholic Francophone board and another board having three entities.

This formula was suggested on account of the great majority of Catholic Francophones in Prescott-Russell; but it does not answer the needs of Francophones requesting a French-language non-denominational education, nor of the Catholic Anglophones, for the reasons given in the preceding scenario.

3. An umbrella board for Prescott-Russell, unifying four boards: Francophone Catholic, Francophone Public, Anglophone Catholic and Anglophone Public.

This model was suggested by those organizations which believed that it would be more economical than others. The model is interesting in itself; but it would create constitutional difficulties. Moreover, it did not receive support of the Francophone or Anglophone trustees from either the Catholic or the public board. Consequently, the Committee did not study the model any further.

4. A unified board responsible for French and mixed schools, both having denominational entities.

For reasons already mentioned, this model was unacceptable; besides, there would be two entities in the French schools, and a possibility of four in the mixed schools. The Committee believes that implementing this type of structure would be very difficult and as a result would create many tensions.

5. The status quo, with determination of English and French schools, along with courses in Religion being offered in all schools.

Many groups, especially among the public school ratepayers, feel that this model would cause the least inconvenience in the schools.

According to the Committee, the status quo is unacceptable, because the Catholic school system is the only one which can offer a Catholic education and provide Catholic religion courses for credit purposes in the secondary schools. Moreover, such a model would not respect the right of governance granted to the Catholic school system by Section 93 of the Canadian Constitution.

PART III NEW SCHOOL BOARD STRUCTURES

6. THE NEW BOARD STRUCTURES

The Committee studied very intensively the present school board structures in the United Counties of Prescott-Russell. According to the mandate received from the Minister of Education, the Committee suggests short-term and long-term measures to ensure stable and representative school board structures for the citizens of Prescott-Russell.

In the light of Bill 30 on the completion of the Catholic school system and Bill 75 on school governance by Anglophones and Francophones, the Committee intends to present school board structures that are dynamic, stable and equitable for everyone.

The Committee is of the opinion that these structures must promote and enhance the language and culture of both linguistic groups in Prescott-Russell. These structures must also respect the right of Catholics to receive an education according to their faith and, on the other hand, the right of others who wish a non-denominational education.

It is the Committee's duty to recommend a flexible system respectful of the rights of all ratepayers and capable of adapting itself, on a long-term basis, to the needs of an ever-changing society. Many citizens agreed on the fact that different choices should be available to everyone, instead of being confined to one system only.

The Committee is well aware of the fact that the public school supporters are relatively few. The number of Catholic Anglophones is even smaller, but gradually increasing. The suggested school board structures should therefore be flexible and not complicated, in order to cope with all circumstances.

The Committee recommends:

1. that new school board structures be established to meet the educational needs of the citizens of Prescott-Russell.

The Committee is of the opinion that a three-board structure would answer the needs and wishes of the region's ratepayers, and would promote the well-being and development of the total school population, regardless of language or religion.

The Committee recommends:

2. that the new structures include a Combined French-Language Board of Education, an English-Language Public

Board of Education and an English-Language Catholic Board of Education.

3. that the Education Act be amended to authorize the implementation of the new school board structures according to the program and time-line provided in this report.

The Combined French-Language Board of Education

Is the establishment of a French-language school board necessary? Does the existence of a Catholic school board not meet the expectations of the population at the present time? The Study Committee debated these questions thoroughly.

The Committee could have been led to believe that, on a short-term basis, the completion of the Catholic school system would have been the ideal solution for Francophones. In fact, as the large majority of Francophones already pay their taxes to the Catholic school board, it would have been easy for the Committee to conclude that the completion of the present Catholic school system would grant Francophones almost complete governance of their schools. However, the trustees of both boards could not come to a mutually satisfactory implementation of Bill 30; this is one of the main reasons why the Planning and Implementation Committee of the Ministry has not yet approved the application for extension of funding submitted by the Roman Catholic School Board.

The Committee intended to recommend stable and representative structures requiring short and long-term measures. One could also argue that it was rather difficult to assess how extensive the Francophone non-Catholic school population would be in the foreseeable future. Nevertheless, the Francophone trustees of both Prescott-Russell boards strongly requested the establishment of a French-language school board with two autonomous sections, one public and one Catholic.

In order to remain faithful to its policy of flexibility, freedom of choice, justice and fairness, the Committee suggests the establishment of a Combined French-Language Board of Education the constituent bodies of which would be an autonomous public board and an autonomous Catholic board of elected trustees.

The Committee recommends:

4. that the Combined French-Language Board of Education comprise an autonomous public board and an autonomous Catholic board of elected trustees.

The organizational flow chart in table 6.1 provides a schematic description of the administrative structure suggested by the Committee for the new Combined French-Language Board of Education for Prescott-Russell.

This chart shows clearly the autonomy of both member-boards, their lines of authority and the responsibilities within each other's exclusive jurisdiction. It also identifies the median structure of responsibility for common and centralized matters delegated to the Combined Board by the member-boards.

The median line of authority illustrates the delegation of powers granted to the Combined Board by the member-boards after agreeing to put in common certain specific functions and responsibilities.

It is important to note that the chief executive officer's authority is distinct for each board, but at the same level, for all matters within each of their own jurisdiction. The Committee believes that it is important that it should be so.

RESPONSIBILITIES OF THE COMBINED BOARD AND MEMBER-BOARDS

In order to respect each board's autonomy and its constitutional rights, the Committee is of the opinion that the new Combined Board will be vested only with those powers that both member-boards, by double-majority decisions, will decide to put in common. The determination of all matters considered as centralized responsibilities shall take place at the outset of each board's mandate and shall be renegotiated as needed.

The Committee recommends:

5. (a) that, at the beginning of their mandate, the trustees determine by a majority vote of each member-board, the responsibilities they wish to entrust to the Combined Board;

   (b) that, prior to the 31st of January following the election of the second and subsequent boards, the trustees determine by a majority vote of each member-board, the responsibilities they wish to entrust to the Combined Board.

   (c) that, at any time, by a majority vote of its trustees, a member-board may:

      i) transfer one of its responsibilities to the Combined Board;

ii) withdraw from the Combined Board a matter of centralized responsibility, or part thereof, pertaining to a denominational responsibility, or require a double-majority vote on the matter. The withdrawal shall require a notice of motion put to the Combined Board.

DIRECTORS OF EDUCATION OF MEMBER-BOARDS AND SECRETARY-GENERAL OF THE COMBINED BOARD

In order to conform to the Canadian Constitution, the Committee is of the opinion that each board must be headed by a duly qualified Director of Education. If one of the two member-boards is too small to justify employing a Director of Education for this position, that board may hire a secretary-treasurer and receive the services of a Supervisory Officer appointed by the Ministry of Education, as it is often the case with French-language or English-language minorities.

The Secretary-General of the Combined Board of Education, being responsible for matters of centralized responsibility and symbolizing board permanency, must be chosen by a double-majority vote of both member-boards.

The Committee recommends:

6. (a) that each member-board be headed by a Director of Education or Secretary-Treasurer;

(b) that the Secretary-General, being the chief executive officer of the Combined Board, be chosen by a double-majority vote of both member-boards.

It is absolutely vital that the function and duties of the Secretary-General and Directors of Education be cleary defined in the Education Act, to avoid all discrepancies with the Constitution. In other words, the three senior administrators must be responsible to their respective boards. Nevertheless, it would be advisable that they should form an administrative council which would guarantee effective communication when dealing with the common aims and objectives of the Combined Board (See table 6.1).

The Committee recommends:

7. that the Education Act be amended to define the duties and responsibilities of the Secretary-General of the Combined

Board and of the Directors of Education of the respective member-boards.

The English-Language Public Board of Education

The English-Language Public Board of Education will be set up following the November 1988 elections. In fact, it will be in existence as early as September 1988, when the block transfer of Francophone students takes place. According to the Committee's financial analysis, the funding available from the Ministry of Education, following a block transfer, will allow the board to be viable and to provide the quality of education that is expected by the Prescott-Russell public school supporters.

The Committee recommends:

8. that, when the Combined French-Language Board is set up, the English-Language Public Board of Education have governance of the English-language public school education in Prescott-Russell.

The English-Language Catholic Board of Education

The Catholic Anglophones informed the Committee members that they wanted the extension of the Catholic school system for their children. They have not however shown any consensus concerning the establishment of a linguistic board, with both a Catholic and a public section.

After a thorough analysis of the situation of Catholic Anglophones in Prescott-Russell and of the different types of school boards in Ontario, the Study Committee concluded that opting for an autonomous system would be a favourable solution for Catholic Anglophones.

Many alternatives were available to the Committee, but none better than the autonomous board seemed to respect the constitutional obligations of the province, the ratepayers' determination to manage their own school system and everyone's desire to strive for excellence in education.

The Committee is of the opinion that the model shown in table 9.1 is dynamic and representative; it suits the situation of Catholic Anglophones in Prescott-Russell. The many residents consulted by the Committee seemed more satisfied by the educational prospects contained in the autonomous system model.

The Committee recommends:

9. that the English-Language Catholic Board of Education have governance of the English-language Catholic education in Prescott-Russell.

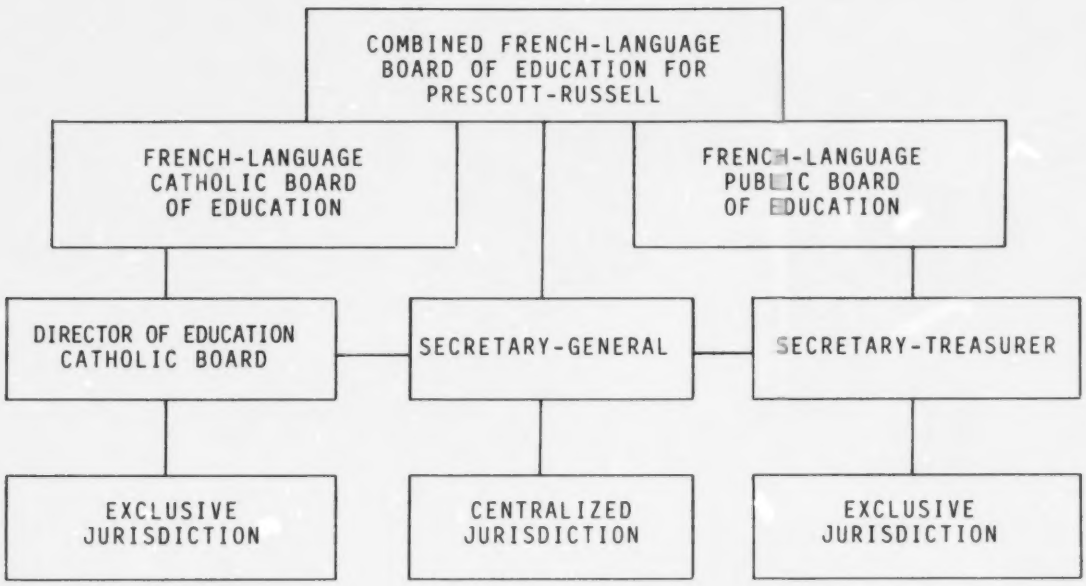
Because the Catholic Anglophone population in Prescott-Russell is not very large, the need for co-operation with neighbouring Catholic school boards is rather apparent. The Committee is of the opinion that the purchase of services should be done on an active basis; in other words, the English-Language Catholic Board of Education will remain in charge of its schools. This model will be explained more fully in chapter 9.

The Committee recommends:

10. that, on a short- and mid-term basis, the English-Language Catholic Board of Education purchase from neighbouring boards the administrative services needed to provide quality education and promote personal growth of Catholic Anglophone students in Prescott-Russell.

TABLE 6.1

COMBINED FRENCH-LANGUAGE BOARD OF EDUCATION FOR PRESCOTT-RUSSELL



7. THE EXTENSION OF CATHOLIC SCHOOL EDUCATION

The Committee is firmly convinced that although new school board structures are needed in Prescott-Russell to promote the full development of both linguistic communities, the ratepayers of the United Counties must, first of all, have the right to avail themselves of all prerogatives conferred by existing legislation. In the opinion of the Committee, this right cannot be denied. The Committee will do its utmost to help the Prescott-Russell County Board of Education receive equitable compensation as a result of the extension of funding to the separate school system in order to allow the PRCBE to continue to offer a high quality of education to its students; this should not prevent the separate school system from achieving extension quickly and effectively.

The Committee believes that the extensive and long-term changes it suggests can be carried out in Prescott-Russell provided the implementation occurs in definite stages. Before setting up new board structures, it is essential to achieve Catholic school extension in order to respect the rights of Catholic ratepayers.

The Committee recommends:

11. that both boards initiate negotiations concerning Catholic school extension as soon as possible.

Effective implementation of extension is essential if the new board structures are to be successful, for extension will lay the base for all structural changes concerning personnel, schools, finances and all other key elements of the school system.

The Committee recommends:

12. that Catholic school extension be achieved before new school board structures are set up.

Catholic School Extension and the Francophone Majority in Prescott-Russell

Most Francophone persons and groups who submitted briefs or made presentations to the Committee were in favour of French-language Catholic secondary schools respecting the rights of non-Catholic Francophones by setting up entities for them within these same schools or by providing them with their own schools. Very few briefs or presentations discussed

extensively the question of board structures or the means of achieving extension. The Committee was told more than once: "We are telling you what we want; you are the architects; it's up to you to design the appropriate structures!" That is exactly what the Committee has undertaken to do.

Ways and Means of Achieving Extension for Francophones

Though the Study Committee decided without hesitation to implement Catholic school extension as soon as possible in Prescott-Russell, it was more difficult to choose the means to achieve it.

The Committee made a thorough study of all written briefs and oral presentations made during the public hearings. After consulting the statistics and findings given in our first chapter, the Committee arrived at the following conclusions:

- extension must be achieved according to the wishes and aspirations of the Catholic communities in Prescott-Russell;

- the ways and means must be chosen according to the wishes and aspirations of both Catholic linguistic groups;

- the geography of the region, the number of schools and the total school population must be considered when analyzing all possible scenarios.

Certain findings became all the more evident:

- about 95% of all Francophone ratepayers were Catholic;

- many insisted on freedom of choice concerning religious education at the secondary level;

- many stressed the need to respect the rights of non-Catholic Francophones.

According to the research undertaken by the Committee, the only point of contention for Francophones was whether the credit courses in religious education should be compulsory or not. The consensus was that these courses should be offered by the schools, but it was impossible to agree whether they should be optional or compulsory subjects. The Committee discussed these points with the PRCRCSSB which, in June 1987, resolved that, pursuant to a block transfer of students, religious education courses would be optional for a four-year period.

The Committee also had a look at board property. It was obvious that there were very few secondary schools to serve two linguistic groups in such a vast region. The Committee considered the feasibility of setting up modules or

entities for non-Catholics or Catholics who do not wish any religious education courses. On a practical basis, these options presented more disadvantages than advantages.

After due consideration of all these findings, the Committee concluded that, on a short term basis, the only viable solution for Francophones would be a block transfer.

The Committee recommends:

13. that Catholic school extension be achieved for Francophones by a block transfer of Francophone students to the Separate School system.

The immediate result of this recommendation will be to bring all Francophone students together, without creating a parallel system for the wrong reasons. This solution does not preclude the possibility of setting up entities for non-Catholics within the present schools. This might be feasible within the structure of the Combined French-Language Board of Education, though the number of non-Catholic Francophone ratepayers is minimal.

Catholic School Extension and the Anglophone Minority

The situation of Anglophones is totally different. In fact, there is only one Catholic elementary school which is located at the western end of the counties, only a few kilometres from the limits of the Carleton RCSS Board. It was rather difficult for the Committee to foretell how the Catholic Anglophones of Prescott County would react, because they are still provided accommodation by the public board. According to the Committee, Catholic school extension will have but minor effects on Prescott County's public school system, at least on a short-term basis.

Ways and Means of Achieving Extension for Anglophones

As far as Russell County is concerned, extension can be achieved by means of an agreement with the Carleton RCSS Board, or according to provisions of Bill 30, by purchasing services from the public board, if the parents so wish.

The Committee recommends:

14. that Catholic school extension for Anglophones be achieved by entering into agreements with neighbouring Catholic boards or by purchasing services from the English-Language Public Board of

Education, according to the provisions of Bill 30.

Long-term or mid-term agreements with the Carleton RCSS Board or with other neighbouring boards, such as the Stormont, Dundas and Glengarry RCSS Board, should stipulate in greater detail the ways and means of achieving extension in the future. In this way, Catholic school extension may be implemented gradually and according to the needs expressed by the population at large.

8. STEPS PROPOSED TO IMPLEMENT EXTENSION AND NEW BOARD STRUCTURES

The important changes that the Prescott-Russell school organization will undergo will depend first and foremost on the application of Bill 30. If the completion of the Catholic school system is delayed, all the other steps will be staggered and very complicated. The implementation of the new school board structures should come only in the second phase.

This double objective, that is extending Catholic school funding and implementing new board structures, should not entail a double reorganization of the schools. Accordingly, the allocation of secondary schools, in the light of Catholic school funding, must take into consideration the future school board structures. The Committee recommends that there be a period of four months, that is from September 1st, 1988 to January 1st, 1989, between the completion of Catholic school extension and the implementation of new school board structures.

The Committee recommends:

15. (a) that the transition to new school board structures be done in two phases without requiring two major reorganizations of the schools;

    (b) that the allocation of schools, required to achieve Catholic school extension, take the future school board structures into consideration;

16. that Catholic school extension be completed by September 1988;

17. that trustees be elected to form the new boards in November 1988, and that the new school board structures become effective on January 1st, 1989, provided Catholic school extension has been completed by September 1988;

18. that, if Catholic school extension has not been completed by September 1988, the election of trustees to form the new boards take place in November of the year in which Catholic school extension is completed.

PART IV IMPLEMENTATION

9. OPERATION OF THE NEW BOARDS

The complexity of implementing the new school board structures will be determined by the scope of the changes that are planned. How Catholic school extension is achieved will have a bearing on the viability and stability of the new school board structures.

English-Language Public Board of Education

After extension has been achieved, the English-Language Public Board of Education will have its new administrative structure and will have to cope with the effects of Catholic school extension. The most crucial planning will be done during the negotiations relative to extension and during the transfer of Francophone schools. Afterwards, the board will still have its administrative structure which will need some adjustments. These should be made progressively. Since these adjustments will surely have a bearing on board finances during the interim period, the board will have to take them into account in negotiating the compensation plans with the Ministry of Education for the implementation of Bill 30.

English-Language Catholic Board of Education

The establishment of an autonomous board which would buy administrative, educational and supervisory services from a neighbouring board instead of reverting to a total purchase of education, would grant the ELCBE full power and authority for its school, students and teachers. This method of operation is not unfamiliar to Anglophones within the present Prescott-Russell Catholic school system because their educational programs are already developed jointly with the teachers of the Carleton RCSS Board.

On account of the geographic location and past experience of the jurisdiction, the Committee is of the opinion that the English-Language Catholic Board of Education should purchase services from the Carleton RCSS Board. In fact, the Committee has already discussed this posibility with senior officials of the Carleton RCSS Board and the reaction was positive.

Table 9.1 illustrates how the English-Language Catholic Board of Education would operate in Prescott-Russell. The board will enter into agreements with the Carleton RCSS Board through a liaison committee to be set up jointly by both boards. The Prescott-Russell English-Language Catholic Board of Education, having the governance of only one school, Pope John Paul II, (as seen on the right-hand side of table 9.1) will purchase from the Carleton RCSS Board, the administrative,

educational and supervisory services that it needs. The Director of Education will be responsible to both boards from whom he receives his authority. As chief executive officer, he will be as responsible for the administration, supervision and education at Pope John Paul II School, as he is for the schools of the Carleton RCSS Board.

The permanency of administrative services for the English Catholic Board will be ensured by a Secretary-Treasurer who will establish close liaison between his Board and the Administrative Staff of the partner Board.

Agreements between both Boards could be in effect by September 1988 and confirmed by the newly-elected Board after the new school board structures are implemented. All agreements required for completing Catholic school extension could be arrived at in a similar manner, even if education is to be provided in schools located outside the United Counties. This type of negotiation should be pursued by the newly-elected trustees.

The Committee members are convinced that this is a viable approach which will have to be supported by the Ministry of Education. Additional grants must be forthcoming if the new Board is to provide quality education. On a provincial basis, this approach offers many advantages and might solve the problems that some isolate boards are faced with, pursuant to Catholic school extension or due to other economic or demographic factors.

The new Board and the Ministry representatives should examine the feasibility of this approach for further consideration, if and when a study of larger administrative units is undertaken, as recommended in our final chapter.

The Combined French-Language Board of Education

In the chapter on new school board structures, the Committee recommended that one of the first tasks of the Combined French-Language Board of Education would be to determine by means of a double-majority vote the responsibilities that should be centralized. After analyzing Bill 75, the report Un conseil à suivre and many of the briefs dealing with this subject, and in order to be of some help in implementing the Combined French-Language Board of Education, the Committee makes the following suggestions to the newly-elected trustees, concerning centralized jurisdiction. However, it should be noted that any resolution brought forward to the Combined Board that would contain elements of exclusive jurisdiction should be subject to a double-majority vote for its approval.

CENTRALIZED RESPONSIBILITIES

Without giving a detailed description of the administrative structures that the centralized responsibilities would entail, the Committee suggests to the Combined Board that the following be considered as centralized services and that they be grouped thus:

- Administrative Services
  - bookkeeping
  - purchasing
  - printing
  - internal courier service and transportation
  - tax collection for respective boards
  - computer services for administrative purposes
  - warehouse and central stores
  - translation

- Personnel Services
  - personnel files
  - payroll
  - employee benefits
  - research
  - negotiations
  - interpretation of contracts

- Plant Maintenance and Operation Services
  - planning
  - caretaking
  - engineering
  - construction

- Educational Support Services
  - training and development
  - research
  - professional resource centre
  - audio-visual resource centre
  - developing joint programs
  - special education support services
  - adult education
  - alternative schools

Many other services could be added to the preceding list. It will be up to the respective boards to undertake dynamic and efficient joint projects in a true spirit of co-operation.

EXCLUSIVE JURISDICTION

According to the Committee, it would be rather difficult to centralize certain responsibilities, not only on account of constitutional requirements but also because of the difficulties involved in administration.

Here are a few examples:

- opening, administration and closing of instructional units;
- employment, evaluation, supervision and dismissal of personnel responsible to each respective board;
- development, implementation and evaluation of instructional programs;
- entering into agreements according to sections 159, 161 and 162 of the Education Act;
- assessment of property relative to each respective board;
- budget (relative to each school);
- preparation and submission of capital expenditure forecasts to the Ministry for each respective board;
- reserve fund of respective boards.

The Committee recommends:

19. that the Minister of Education, in drafting legislation for the Combined French-Language Board of Education, identify the matters of exclusive jurisdiction that may not be centralized.

Table 9.2 presents the operational flow-chart of the Combined French-Language Board of Education - Centralized and Exclusive Responsabilities. It is a graphic illustration of the suggestions made by the Committee concerning the respective jurisdiction of each board.

The chart shows by means of its median vertical line that the centralized services fall within the jurisdiction of the Combined Board of Education through its Secretary-General. These services of centralized responsibility are those related to administration, personnel, special education, educational support services and real property or personal property.

On the other hand, the services of exclusive responsibility are illustrated by means of a vertical line of authority relating to each member-board.

The services and responsibilities related to the curriculum and programs of Catholic schools fall within the exclusive jurisdiction of the Catholic Board of Education through its Director of Education.

The services and responsibilities related to the curriculum and programs of public schools fall within the jurisdiction of the public Board of Education through its Secretary-Treasurer.

Time-line

The Committee respectfully submits the following calendar in order to identify the main stages of implementation and steps to be taken to carry out the proposed changes.

COMMITTEES TO BE ESTABLISHED

- Joint Inter-Board Committee
- Planning and Implementation Committee for English-Language Instruction
- Planning and Implementation Committee for French-Language Instruction
- Sub-committees of the three preceding committees (if required)

ACHIEVING EXTENSION

- Prescott-Russell CRCSS Board's action plan
- Prescott-Russell County Board of Education's impact statement
- negotiations - agreement in principle
- Minister's approval
- intensive negotiations
- allocation of schools
- transfer of schools
- transfer of personnel
- transfer of students
- agreements for purchasing services from Carleton RCSS Board by the ELEC of Prescott-Russell RCSS Board

NEW BOARD STRUCTURES - CFLBE - ELCBE - ELPBE

- general planning done by:
  - The Planning and Implementation Committee for French-Language Instruction
  - The Planning and Implementation Committee of Prescott-Russell CRCSS Board's ELEC
  - The Planning and Implementation Committee of Prescott-Russell County Board of Education's ELEC
- negotiation period re: agreement in principle
- agreement in principle
- enumeration - public information program
- intensive negotiations - allocation of property
- agreement - transition period
- organizational planning of services
- elections
- administrative structures
- transfer of schools
- transfer of personnel

- budget
- organizational planning of administrative services for CFLBE
- organizational planning of personnel services for CFLBE
- organizational planning of plant and operation services for CFLBE
- organizational planning of services related to exclusive jurisdictions - CFLBE
- school organization
- new school board structures in operation

Note: The Committee did not think it necessary to set specific dates in the calendar. The sequence requires that Catholic school extension be completed before establishing new school board structures. Any delay will postpone the implementation of new boards, probably until 1991. If the negotiations pertaining to Catholic school extension progress rapidly, many steps leading to the new school board structures can be taken simultaneously.

TABLE 9.1

COMBINED FRENCH-LANGUAGE BOARD OF EDUCATION
CENTRALIZED AND EXCLUSIVE JURISDICTION

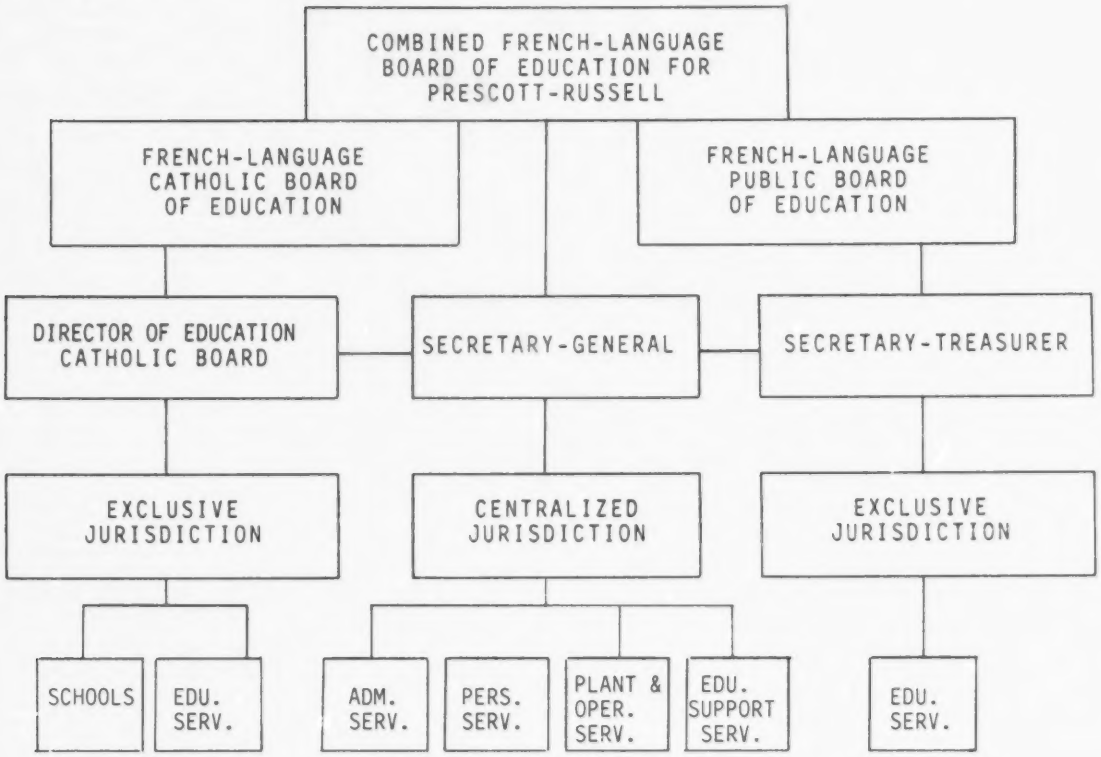
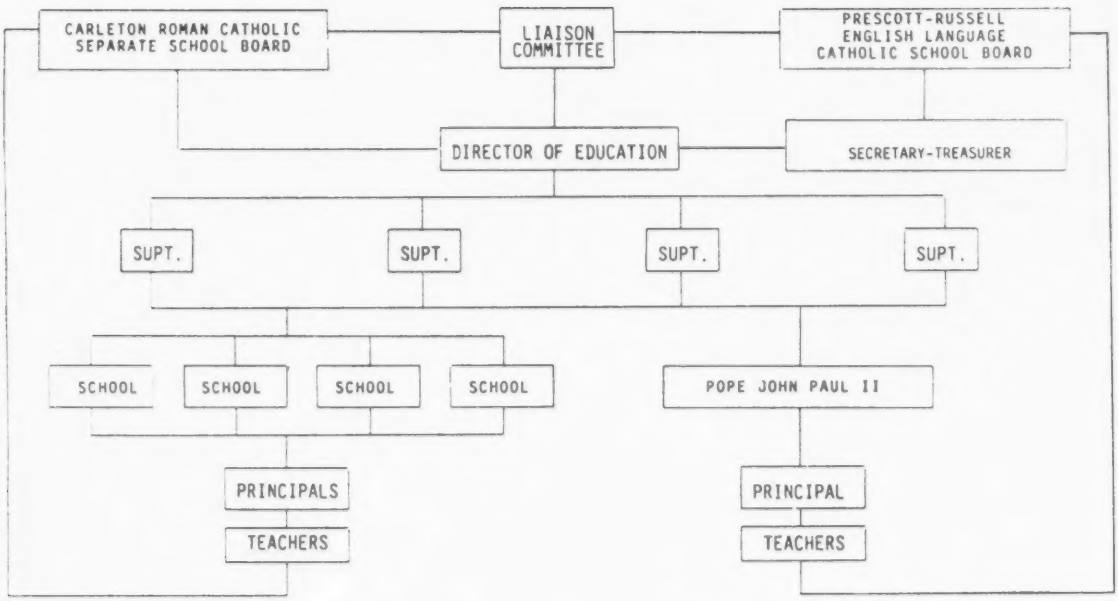


TABLE 9.2

ORGANIZATIONAL FLOW CHART

PRESCOTT-RUSSELL ENGLISH LANGUAGE CATHOLIC SCHOOL BOARD



10. ELECTION OF NEW TRUSTEES

Two of the major concerns of trustees relate to the representation of electors or apportionment of trustees among the electors and the autonomy of a local board, particularly a smaller one, to make decisions that are directly related to the delivery of the type of education the trustees would want for their supporters. Also of concern to some trustees was the size and number of school boards that any reorganization of the present structures would entail. The Study Committee has kept these concerns in mind and feels that the recommendations in this area have addressed them in a meaningful and responsible manner.

For some time now there have been discussions and studies going on in Ontario regarding trustee representation. Fortuitously a study conducted for the Ministry of Education, Alternative Approaches to Determining Distribution of School Board Representation, 3 volumes, by Edward H. Humphries et al was published in 1986. The study was summarized in a research brief entitled Representing People and circulated to all school boards in November, 1986. At the same time, the Minister of Education established a joint Committee on Trustee Apportionment to study the report and make recommendations for legislative changes related to trustee apportionment. The committee includes the five presidents of the trustee associations and five officials of the Ministry of Education. The report is due in the very near future.

Up to now in Ontario, equalized residential and farm assessment has been used as the basis for the apportionment of school board trustees. Due to various factors, this method has not worked well in all areas. The advent of Bill 30 and Bill 75 has compounded the complexity of representation in some areas.

One of the alternative methods proposed by the research brief Representing People is "that the determination of representation be based on some measure of population" (Recommendation 16), or more explicitly "that the apportionment of trustee position be based upon total population of supporters and dependents" (Recommendation 19). This method of apportionment received some support during the public hearings.

In situations where areas of lower density are under-represented, the study suggests an "additive method" be used, i.e. representation be added to areas of lower density without diminishing the representation of the more densely populated areas. The Study Committee examined simulations based on the traditional method (assessment), on an alternative method (population) and if necessary, the additive method.

Three methods of apportionment of trustees were used to determine representation of individual municipalities by regular trustees, namely on the basis of equalized residential and farm assessment, the 1985 population of public school supporters and dependents recorded in the MARS database (1985 - Municipal Analysis & Retrieval System, Ministry of Municipal Affairs), and the distribution of population in the 1981 census (1981 population). It should be pointed out that the census data must be used with caution since they are six years old and do not necessarily reflect the decision made by parents and ratepayers about which system to support. For example, there are parents in the Pleasant Corners catchment area who in the census data would be recorded as Catholic but who in fact send their children to a public school; similarly there are non-Francophones in the St. Joseph School area in Russell who send their children to a French language school.

Apportionment of Trustees

Given the research produced by the recent study Alternative Approaches to Determining Distribution of School Board Representation and the fairness of the long-established concept of Representation by population, the Study Committee favours the apportionment of trustees on the basis of the population of school supporters and their dependents. (See Table 10.5) However, should that not be possible due to lack of required changes in legislation, the assessment base could be used as an alternative.

The Committee recommends:

20. that the determination of trustee positions for the reorganized school boards of the United Counties of Prescott-Russell be determined on the basis of the population of school supporters and their dependents and that appropriate legislation be enacted to permit the above method of apportionment.

The 1981 census data indicate that there were 885 non-Catholic Francophone residents in Prescott-Russell, a number which would produce a small number of students (K-13) scattered throughout the United Counties. It would not appear that a Board of Education would be able to establish viable French-language instructional units based on such small numbers.

It appears to the Study Committee that a French-language school board with two sections, i.e. Catholic and non-denominational, would serve the needs and desires of the overwhelming majority of residents of Prescott-Russell. The small non-denominational group would be entitled to less than

one representative on such a board. However, in keeping with the spirit and practice of Bill 75, the Study Committee suggests the minimum of three trustees.

As explained previously, the Anglophone Catholic supporters represented at the present time by the ELEC of the Prescott-Russell CRCSS Board are in the position of being too small a group to establish a school board with all the administrative and educational services required but do have a viable operating unit to be administered.

The Committee recommends:

21. that the English-Language Public Board of Education for Prescott-Russell be comprised of twelve trustees elected by the Anglophone public school ratepayers;

22. that the Combined French-Language Board of Education for Prescott-Russell be comprised of twelve trustees elected by Francophone Catholic school supporters and three trustees elected by Francophone public school supporters;

23. that the English-Language Catholic Board of Education be comprised of six trustees elected by Anglophone Catholic school supporters.

Tables and Maps 10.1, 10.2, 10.3 and 10.4 illustrate the relative trustee entitlement of the different municipalities based on their 1985 population of supporters and dependents for each of the boards that are proposed in this report. The number of trustees for each board corresponds to the number indicated in the above recommendations.

Table 10.5 divides the Prescott-Russell population into four (4) categories. The source is from the Statistics Canada Population Data. The 1981 census is projected on the 1985 population. This is the information which was used to calculate the apportionment of trustees for the different boards, as described in the above tables.

Enumeration

Since the adoption of Bill 75, there are four categories of voters in Ontario for the election of school trustees: Anglophone Public, Francophone Public; Anglophone Catholic and Francophone Catholic.

Therefore, it is of the utmost importance that the enumeration be prepared and carried out with great care to make

sure that all voters are identified as correctly as possible. It is the government's responsibility to develop and validate a questionnaire that is clear and precise, and to look after the training of enumerators and election personnel throughout the province.

The Committee shares the concerns of the Association française des Conseils scolaires de l'Ontario regarding the enumeration process, because past experiences in identifying electors on a linguistic basis have not been successful.

The Committee recommends:

24. that the provincial legislation be amended to modify the present enumeration process used for municipal election purposes, in order to arrive at a proper identification of electors.

The many recent amendments included in the Education Act, the electoral process and the new enumeration procedures are issues not easily understood by the public. Therefore, the government should increase public awareness of all these changes by developing an appropriate information program to that effect.

In chapter 14 on financing, the Committee comments on the identification of ratepayers and provides pertinent recommendations on the subject. In a democratic society, it is essential that all ratepayers be aware of their rights and responsibilities as citizens and electors.

TABLE 10.1

APPORTIONMENT OF TWELVE (12) TRUSTEES FOR THE FRENCH-LANGUAGE CATHOLIC BOARD OF EDUCATION IN PRESCOTT-RUSSELL

Municipality	Apportionment of Trustees		
Clarence	1.68	.....	2
Rockland	1.08	.....	1
Russell	1.32		
Cambridge	1.08		
Casselman	0.48		
	2.88	.....	3
N. Plantagenet	0.60		
Plantagenet (Village)	0.24		
	0.84	.....	1
S. Plantagenet	0.36		
St-Isidore	0.24		
Alfred (Township)	0.48		
	1.08	.....	1
Alfred (Village)	0.24		
Caledonia	0.24		
Longueuil	0.24		
L'Orignal	0.36		
	1.08	.....	1
W. Hawkesbury	0.36		
E. Hawkesbury	0.48		
Vankleek Hill	0.24		
	1.08	.....	1
Hawkesbury (Town)	2.28	.....	2
TOTAL			12

TABLE 10.2

APPORTIONMENT OF THREE (3) TRUSTEES FOR THE FRENCH-LANGUAGE PUBLIC BOARD OF EDUCATION IN PRESCOTT-RUSSELL

Municipality	Apportionment of Trustees		
Clarence	0.42		
Rockland	0.32		
Russell	0.32		
	1.06	.....	1
Cambridge	0.24		
Casselman	0.07		
N. Plantagenet	0.02		
Plantagenet (Village)	0.03		
S. Plantagenet	0.03		
St-Isidore	0.00		
Alfred (Township)	0.10		
Alfred (Village)	0.12		
Caledonia	0.10		
Longueuil	0.12		
L'Orignal	0.12		
	0.95	.....	1
W. Hawkesbury	0.02		
E. Hawkesbury	0.27		
Vankleek Hill	0.07		
Hawkesbury (Town)	0.63		
	0.99	.....	1
TOTAL			3

TABLE 10.3

APPORTIONMENT OF SIX (6) TRUSTEES FOR THE ENGLISH-LANGUAGE CATHOLIC BOARD OF EDUCATION IN PRESCOTT-RUSSELL

Municipality	Apportionment of Trustees		
Russell	0.87	.....	1
Clarence	0.65		
Rockland	0.49		
	1.14	.....	1
Cambridge	0.72		
Casselman	0.04		
	0.76	.....	1
N. Plantagenet	0.31		
Plantagenet (Village)	0.07		
S. Plantagenet	0.25		
St-Isidore	0.02		
Alfred (Township)	0.13		
Alfred (Village)	0.03		
Caledonia	0.09		
	0.90	.....	1
Longueuil	0.14		
L'Orignal	0.15		
W. Hawkesbury	0.40		
E. Hawkesbury	0.49		
	1.18	.....	1
Hawkesbury (Town)	0.74		
Vankleek Hill	0.33		
	1.07	.....	1
TOTAL			6

TABLE 10.4

APPORTIONMENT OF TWELVE (12) TRUSTEES FOR THE ENGLISH-LANGUAGE PUBLIC BOARD OF EDUCATION IN PRESCOTT-RUSSELL

Municipality	Apportionment of Trustees		
Russell	2.57	.....	3
Clarence	1.14	.....	1
Rockland	0.78	.....	1
Cambridge	1.00		
Casselman	0.10		
	1.10	.....	1
N. Plantagenet	0.49		
Plantagenet (Village)	0.05		
S. Plantagenet	0.36		
St-Isidore	0.01		
Alfred (Township)	0.18		
Alfred (Village)	0.01		
	1.10	.....	1
Caledonia	0.48		
Longueuil	0.28		
L'Orignal	0.37		
	1.13	.....	1
W. Hawkesbury	1.19	.....	1
Vankleek Hill	0.88	.....	1
Hawkesbury (Town)	1.18	.....	1
E. Hawkesbury	0.93	.....	1
TOTAL			12

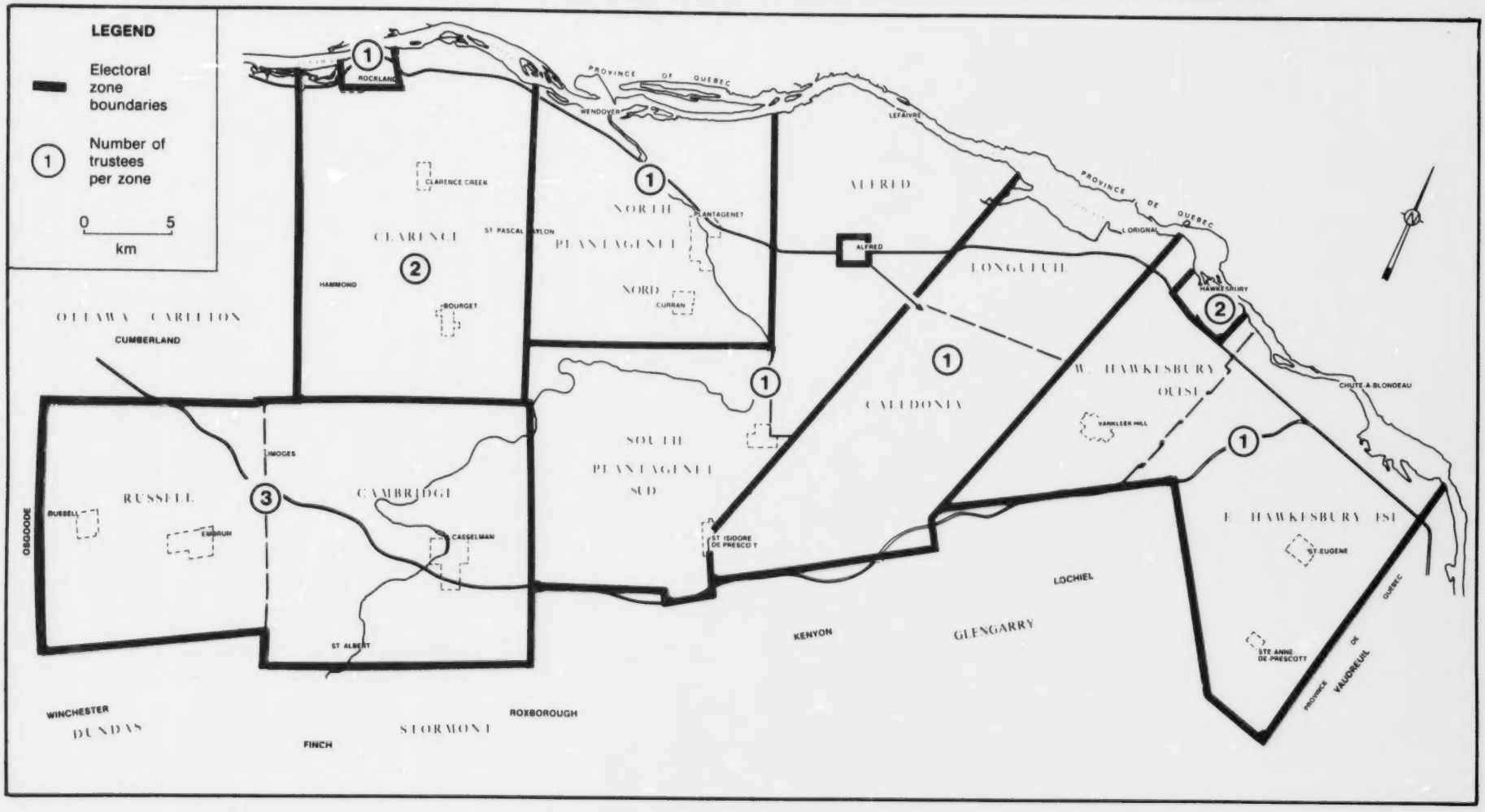
TABLE 10.5

POPULATION OF PRESCOTT-RUSSELL
DIVIDED INTO FOUR (4) CATEGORIES

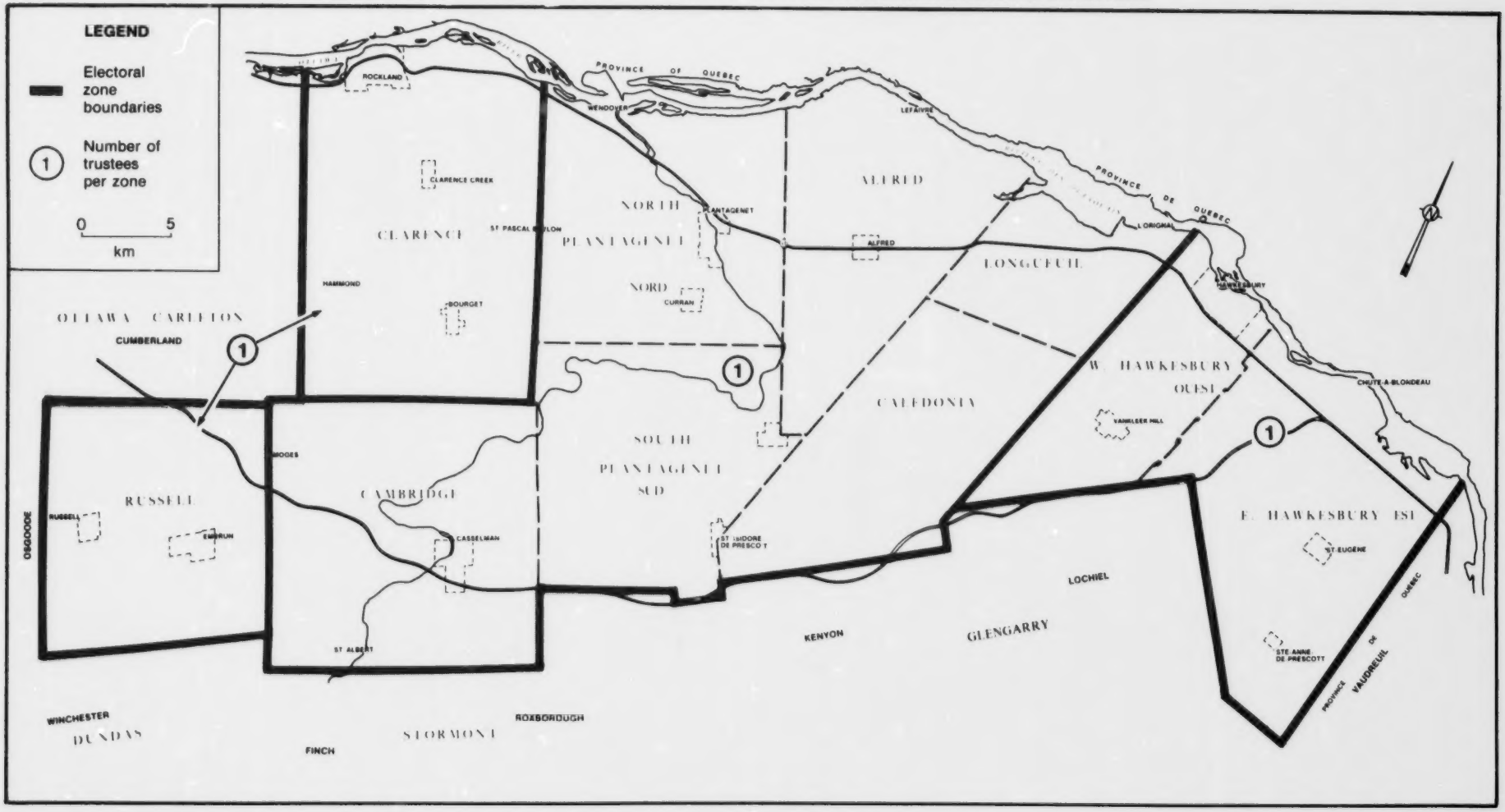
Municipality	Public		Catholic		Total
	Non-French	French	Non-French	French	
Russell	1 622	103	838	3 455	6 018
Clarence	746	135	627	5 337	6 846
Rockland	314	103	476	3 304	4 196
Cambridge	584	76	698	3 407	4 764
Casselman	27	22	43	1 552	1 644
N. Plantagenet	416	5	297	2 109	2 828
Plantagenet (V)	0	11	65	811	887
S. Plantagenet	276	11	238	1 200	1 725
St Isidore de Prescott	5	0	16	752	773
Alfred	87	32	124	1 833	2 076
Alfred (V)	0	38	27	962	1 027
Caledonia	249	32	184	1 108	1 574
Longueuil	270	38	135	849	1 292
L'Orignal	200	38	141	1 341	1 720
W. Hawkesbury	854	5	384	1 406	2 650
Vankleek Hill	671	22	319	838	1 849
Hawkesbury (V)	838	200	714	8 771	10 523
E. Hawkesbury	508	87	470	2 266	3 331
TOTAL	7 668	957	5 797	41 301	55 723

Source: Statistics Canada Population Data 1981
(reflected on the 1985 population).

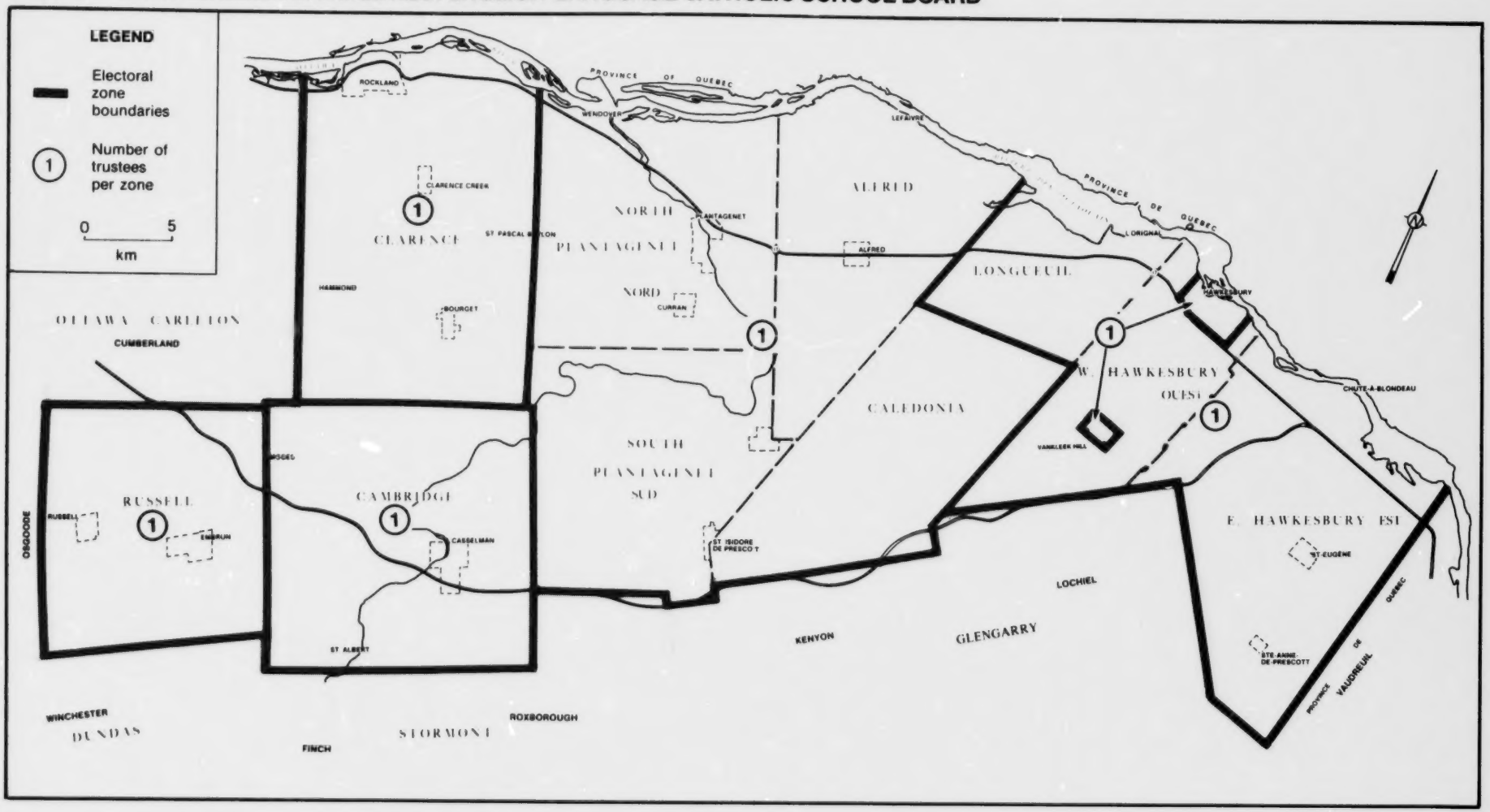
Map 10.1 **SAMPLE ELECTORAL ZONES: CATHOLIC SCHOOL BOARD OF THE FRENCH-LANGUAGE SCHOOL COUNCIL**



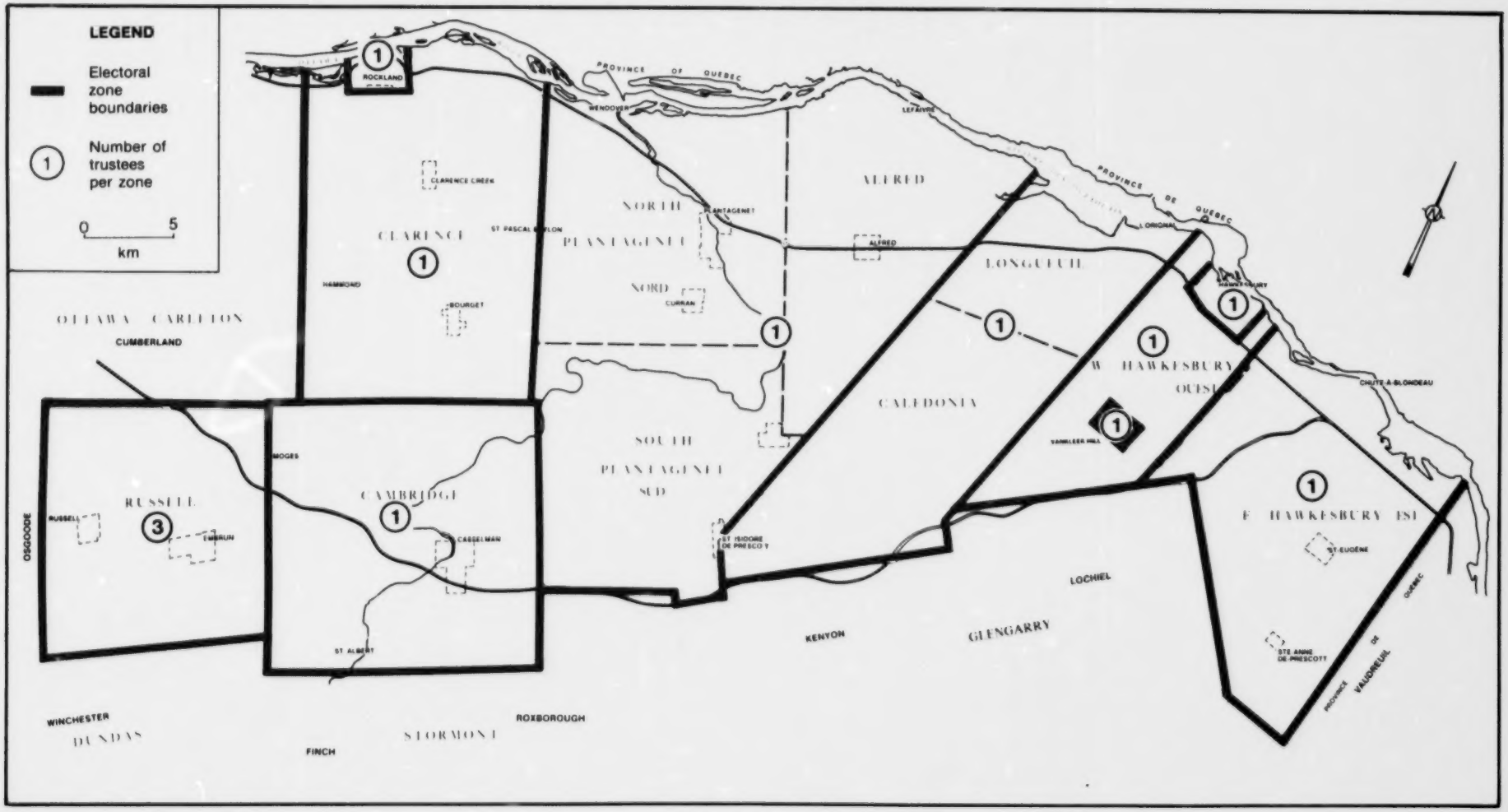
Map 10.2 SAMPLE ELECTORAL ZONES: PUBLIC BOARD OF THE FRENCH-LANGUAGE SCHOOL COUNCIL



Map 10.3 SAMPLE ELECTORAL ZONES: ENGLISH-LANGUAGE CATHOLIC SCHOOL BOARD



Map 10.4 SAMPLE ELECTORAL ZONES: ENGLISH-LANGUAGE BOARD OF EDUCATION



11. STUDENTS, PROGRAMS AND SERVICES

The students have always been at the heart of the educational process: providing the services they need to ensure quality education is the "raison d'être" of any school organization. Because of their personal convictions, the Committee members believe that it is essential to set up progressive and stable institutions that can offer programs of high quality. If the new board structures proposed in Part III are implemented according to the steps described subsequently, student disruptions will be reduced to a minimum.

It should be noted that the secondary school students attending mixed schools will be affected more than others by the proposed measures.

Mixed Schools

The subject of mixed schools (French-English) received ample discussion during the public hearings. As the consultation progressed, the polarisation of opinions became all the more evident to the Committee members. The briefs presented by the Francophone organizations stressed the drawbacks of mixed schools, while the Anglophone associations pointed out their benefits.

The Committee debated whether the study on mixed schools was within its terms of reference. In fact, both linguistic sections of a board, by virtue of their exclusive powers granted by Bill 75, can resolve that question. Nevertheless, the subject was discussed so vigorously by both linguistic groups, that the Committee decided to make a few recommendations to the local authorities. The representatives of the electorate should be in a position to make enlightened decisions on this important matter.

RESEARCH ON MIXED SCHOOLS

The numerous studies on mixed schools have brought to light the problems caused by this type of school. A research group headed by Stacy Churchill studied this issue and published its report in 1986. The authors state that while some people believe that French unilingual schools are harmful and mixed schools beneficial, they conclude by saying that all the research data at their disposal denote the contrary: that mixed schools are detrimental to Francophones and that the parents are very poorly informed on the subject.[12] The authors also note that where the Francophones constitute a majority, as

in Hawkesbury and Plantagenet, the ill effects are somewhat lessened.

Be that as it may, the Committee noticed that the mixed schools in Prescott-Russell have difficulties. A study was conducted at the six secondary schools in Prescott-Russell at the request of the French-Language Advisory Committee; a questionnaire based on a model previously used by Dr. Louis-Gabriel Bordeleau of the University of Ottawa, revealed that about 250 students consulted perceived weaknesses in mixed schools. Many students attending the three mixed schools indicate that extra-curricular activities are conducted mostly in English. Moreover, the number of Francophone students from the three mixed schools who report that their teachers are not convinced that French language and French culture are important, exceeds the number of students from the French-language schools by ten percent. The respondents in the mixed schools also complained about the dearth of courses being taught in French.[13]

PUBLIC HEARINGS

During the public hearings, the Francophones deplored the fact that a certain number of courses designated as "bilingual", to be given in either French or English every other day, ended up being given in English. The vast majority of briefs presented to the Committee contained a section requesting the discontinuation of mixed schools.

Many persons who attended the hearings also criticized the fate of Anglophone students who attended these schools; some deplored the quality of English used by some teachers, others remarked that the number of drop-outs among Anglophone students was greater than among Francophone students.

Another problem experienced by Anglophone students attending mixed schools is the range of courses offered in English: English-speaking students who have not acquired a working knowledge of French are sometimes penalized because they are unable to take a course taught in a second language.

This difficulty has been amplified with the advent of OSIS, Ontario Schools - Intermediate and Senior Divisions, for it is specified therein that the sixteen compulsory subjects must be offered at the three levels of difficulty.

STUDENT PROGRAMS

The range of courses offered to secondary school students has a direct bearing on the choices they can make and on the feasibility of teaching these courses to rather homogeneous student groups functioning at the same level of difficulty.

The Committee recommends:

25. that the Prescott-Russell Board of Education restructure its schools in such a way that both linguistic groups will have at their disposal a range of courses as complete as possible, to be taught in the mother tongue, in order not to penalize any student who is not proficient in a second language.

VANKLEEK HILL AND HAWKESBURY SECONDARY SCHOOLS

During the 1986-87 school year, only 67 courses were available in French, from Grade 9 to 13, to 199 Francophone students at Vankleek Hill High School, while 71 courses were available in English to 205 Anglophone students at the same school. If the 386 Anglophone students now attending the Vankleek Hill and Hawkesbury High Schools were regrouped, they could be offered a range of 90 courses, as compared with the range of courses being offered in other Eastern Ontario secondary schools with similar enrolments and during the same periods of the year. It is also quite obvious that grouping the Vankleek Hill Francophone students with the 866 Francophone students attending Hawkesbury High School would significantly increase the number of courses available to them.[14]

Given the proximity of both schools and the reasons already expressed, the Committee is of the opinion that this situation can and must be rectified.

The Committee recommends:

26. that the Prescott-Russell Board of Education regroup the Hawkesbury and Vankleek Hill secondary school students into homogeneous linguistic entities, as soon as possible.

PLANTAGENET HIGH SCHOOL

Rectifying the mixed school situation in Plantagenet will be more difficult than solving the problem in Hawkesbury and Vankleek Hill. However, the Committee feels that the situation can be improved significantly by setting up a two-entity school, one Anglophone and one Francophone.

At the present time in Ontario, there are eight secondary schools with two entities, and two of these schools are located in Eastern Ontario; these schools, when compared to mixed schools, offer more benefits to minority groups.

The Committee recommends:

27. that the Prescott-Russell County Board of Education set up a two-entity school at Plantagenet High School.

TEACHING A SECOND LANGUAGE

The Committee is of the opinion that quality programs to teach a second language to both Anglophones and Francophones should be discussed as a priority by both boards.

Some Anglophone ratepayers hoped that the mixed schools would stay in order to enhance the cultural ambiance. However, most of them indicated that they were looking for a type of school that would help students become bilingual. The ideal way of attaining this objective for most Anglophone students is to develop a good immersion program at the elementary and secondary levels.

The Committee recommends:

28. that each existing board give priority to the teaching of the other official language;

29. that the English-Language Education Council of each existing board develop early and late immersion programs in order to respond to the ratepayers' requests and in order to further develop a complete secondary school immersion program for the Anglophone students in the United Counties.

Implementing Extension - Block Transfer

Achieving extension of funding to separate schools will give Catholic students the opportunity to earn two credits for religious instruction at the secondary level. In order to be fair to all students, the Prescott-Russell CRCSS Board passed a motion in June 1987 stating that religious education courses would be provided by the board on an optional basis during a four-year period following a block transfer. This measure, along with the decision to maintain the courses offered at the present time, will allow for a calm and smooth transfer of Catholic Francophone students from the public to the Catholic board.

Concerning French-language students whose parents are public school ratepayers, the Prescott-Russell County Board of Education could purchase services from the Prescott-Russell

CRCSS Board. The opposite could be done for the Catholic Anglophone students: the PRCRCSSB could purchase services from the PRCBE. These arrangements, being mutually satisfactory, will not have any negative effects on the students.

As far as the Anglophone students within the public board are concerned, they will benefit from the educational improvements resulting from the establishment of an English-language entity at Plantagenet High School, the regrouping of Anglophone students and the alterations at Vankleek Hill High School.

The Combined French-Language Board of Education

When extension of funding to separate schools has been completed, establishing the Combined French-Language Board of Education should not have any adverse effects on the students.

In fact, the Combined Board will respect the constitutional right of Catholics by offering them educational programs through the Catholic board. The right of Francophones requesting non-denominational education will be guaranteed by the public board of the new Combined Board. For most of their courses, the Francophone students of both boards will be in the same classes, because the public board will purchase services from the Catholic board.

Keeping the French-language school population together is basic. After the Combined Board of Education is formed, it must be the sole board in the United Counties to offer programs in French as a first language.

The Committee recommends:

30. that the Education Act be modified to stipulate that, in Prescott-Russell, the Combined French-Language Board of Education be the sole board authorized to offer courses of study in French as a first language, established under Part XI of the Education Act;

31. that any student residing in Prescott-Russell who by virtue of section 23 of the Canadian Charter of Rights and Freedoms has a right to receive instruction in French as a first language, and chooses to do so, attend one of the schools under the governance of the Combined French-Language Board of Education, either in the Catholic or public member-board.

At the elementary level, there are no French-language public schools in Prescott-Russell. Therefore, the Committee is of the opinion that the French-Language Catholic Board of Education should admit to its elementary schools the Francophone pupils whose parents are ratepayers of the French-Language Public Board of Education, provided they be exempted from religious instruction.

The Committee recommends:

32. that non-Catholic Francophone ratepayers be allowed to enroll their children in French-language Catholic schools and that these children be exempted from all curriculum activities of a denominational nature.

Admission to French-Language Schools

Very often during the public hearings, problems were brought to the Committee, pertaining to the presence of both Anglophone and Francophone students in the same schools. The situation at St. Joseph School in Russell is probably a well known issue. According to the Education Act, the Board of Education has the power to set admission criteria for students who wish to attend a French-language school but do not qualify under section 23 of the Canadian Charter of Rights and Freedoms. The Combined French-Language Board of Education should define criteria and procedures to be followed for admission to its schools.

The Committee recommends:

33. that the Combined French-Language Board of Education develop an official policy outlining criteria for admission and the procedures to be followed by an admissions committee.

As far as St. Joseph School in Russell is concerned, the Committee believes that the situation should be studied more extensively before any plans are finalized for a new school.

The Committee recommends:

34. that the Regional Office of the Ministry of Education for Eastern Ontario review the plans for a new French-language Catholic elementary school in Russell, in order to verify if it does in fact respond to the needs of the school population residing in Russell and the surrounding areas.

The English-Language Catholic Board of Education

The Combined French-Language Board of Education will be established concurrently with the English-Language Catholic Board of Education. The latter board will continue to operate Pope John Paul II School by means of an active purchase of services from the Carleton RCSS Board. The ELCBE will also have to study the situation of Catholic Anglophones in Prescott-Russell where there is no English-language Catholic school.

At the secondary level, the Catholic Anglophone students may continue to attend the public secondary schools, according to provisions of Bill 30. For the same purpose, the ELCBE might wish to enter into agreements with the Carleton RCSS Board or other neighbouring boards.

The English-Language Public Board of Education

The establishment of the Combined French-Language Board of Education will have little impact on the English-Language Public Board of Education, because most of its Francophone students will already have been transferred to the Prescott-Russell RCSS Board, following extension of funding to separate schools. The consolidation of English-language programs within the Hawkesbury and Vankleek Hill area is bound to improve the quality of education for the Anglophone students.

The Committee is of the opinion that, after regrouping the student population, the board should proceed with alterations at Vankleek Hill High School in order to provide quality education, especially in the area of technical shops.

The Committee recommends:

35. that alterations be done at Vankleek Hill High School in order to provide a wide range of programs, especially in the field of technology.

In the western part of the United Counties, the education services available to the English-language school population is not totally adequate. At the present time, these students are scattered at Plantagenet High School and in the secondary schools of two neighbouring counties, particularly in North Dundas and at Osgoode. This situation is rather unsatisfactory for the Anglophone student population residing in the western part of the United Counties.

The western sector of Prescott-Russell has enough pupil-places to answer the needs of the total school population both English and French. One of the solutions heard during the

public hearings suggested the transfer of French-speaking students from Ecole secondaire Embrun to Ecole secondaire Casselman, thus making the Embrun school available for Anglophone students. It must be noted that the Embrun school enrolment has been fairly stable during the last few years; moreover, a lack of pupil-places is expected in the near future on account of recent increases in population.

Another of the proposed solutions might involve a larger territory encompassing the neighbouring Carleton County. One might consider entering into agreements with the two county boards, so that any future secondary school planning in the eastern part of Carleton County takes into account the Catholic and non-Catholic population of Russell County. This situation would require further study.

The Committee recommends:

36. that the Regional Office of the Ministry of Education for Eastern Ontario initiate further study of the need for secondary school pupil-places for the Anglophone population residing in the western part of Prescott-Russell and the eastern part of Carleton.

12. PERSONNEL

Revising and amending existing structures will inevitably create certain apprehensions among people working in a system already well established. Nevertheless, the prospect of new organizational structures does not seem to create ill feelings nor basic disagreements concerning transfer procedures and hiring of personnel. The employers and groups representing employees have demonstrated a positive attitude. Therefore, the Committee believes that these signs of goodwill are the key to establishing new school board structures in Prescott-Russell.

Guiding Principles

Though the Committee saw fit to set guiding principles at the outset of its study of the Prescott-Russell situation, it is as important, in discussing personnel policies, to establish guidelines for transfer procedures and keep everyone informed.

1. The principle of acquired rights is fundamental and must be respected when transfer of personnel is required by the new school board structures. The employees should not be penalized as a result of certain modifications that are not of their own doing.

2. Every effort should be made to fully respect the legislation governing labour relations for employers and employees.

3. Some flexibility is needed if transfer procedures are to respect the principles of justice and equity which are the cornerstone of all healthy negotiations. Employees should not be assigned to new positions that are not within their area of competence.

Implementing Catholic School Extension

The Committee gave considerable attention to the provisions of Bill 30 pertaining to the transfer of personnel. After careful analysis, the Committee is of the opinion that these provisions are fair and should be followed to the letter. Besides, many of the briefs submitted by groups of employees led the Committee members to believe that they agree wholeheartedly with provisions of Bill 30 dealing with the transfer of personnel. The Committee is convinced that the spirit and letter of the law will be fully adhered to by the employing boards. It is important that all interested parties co-operate fully in the total process.

The Committee recommends:

37. that one or more study groups be set up to represent, according to the provisions of the existing collective agreements, all parties affected by the transfer of personnel.

As previously mentioned in the chapter on new school board structures, the Committee suggests a block transfer for all French-language schools. The personnel presently employed in the French-language schools and in the mixed schools should be able to make use of the appropriate provisions in Bill 30. In the case of a voluntary transfer or of a transfer due to a new assignment, every possible effort must be made to arrive at solutions that are humane and equitable. Everyone will have to respect the principle of seniority and the provisions of the collective agreements, should redundancy occur. It might also be possible to vary the conditions of transfer: for example, the use of secondment for employees who are close to retirement or for those who were planning to return to their former board; or work-sharing done by one or two employees for two different boards. If the conditions for transfer are flexible, the changes can be effected in a spirit of co-operation. The Committee does not wish to impose any solution upon the parties concerned, because the success of the negotiation process and of the honest discussions to follow depends on them.

The English-Language Catholic Board of Education should anticipate the need to purchase services from the secondary schools of the neighbouring boards. The only viable solution at the present time would be to enter into an agreement with the Carleton RCSS Board because some of the schools of both boards are not far apart. By this type of agreement, the Prescott-Russell County Board of Education and its personnel would be guaranteed the protection provided by Bill 30 regarding the transfer of personnel. The Committee does not foresee any difficulties in this matter. The Prescott-Russell County Board of Education has already entered into agreements of this type with the Ottawa RCSS Board to purchase services for their students attending Collège catholique Samuel-Genest.

The Combined French-Language Board of Education

It is important to recall that the Committee recommended that Catholic school extension should be completed before the new school board structures are established. Many good reasons were given to support the Committee's position. Its members are convinced that if the block transfer is done efficiently and if the transfer of personnel proceeds smoothly, the next step to create the Combined French-Language Board of Education will be much easier. In fact, as its staff will already be in the Catholic member-board, the next step will consist in

determining which employees will be appointed to the Combined French-Language Board of Education and to its member-boards.

According to the suggestions made by the Committee concerning the new administrative structures, the Combined French-Language Board of Education will have to transfer only the staff needed for its operations. As the French-Language Public Board of Education will have to establish a totally new structure, it will have to determine its needs, however modest they may be at the outset. This board will be entitled, through the Combined Board, to enter into agreements with the Catholic Board of Education for the purchase of services or for the establishment of instructional units within Catholic schools, if the numbers so warrant. The Committee believes that, during the first few years, the transfer of students to the French-Language Public Board of Education will be minimal and cause no major difficulties.

After the new school board structures are completed, there will be very little transfer of personnel, because most of the employees will continue to work for the French-Language Catholic Board of Education. Consequently, it will be most important to monitor the transfer procedures carefully, while achieving Catholic school extension, for they will have a direct impact on the Combined French-Language Board of Education and its member-boards.

The Committee recommends:

38. that, as soon as possible, the Combined French-Language Board of Education and its member-boards determine to whom the different groups of employees are responsible and define the duties of each group;

39. that, for all transfers to the Combined French-Language Board of Education or between member-boards, the provisions of Bill 30 pertaining to the transfer of personnel be respected.

Senior Administrative Staff

The transfer of the senior administrative staff should follow the same procedures that were determined for the teaching personnel. The same principles will apply and the provisions of Bill 30 will have force of law. According to the structures proposed, the senior administrative staff that will be affected by the transfer will be mostly the Francophone senior administrative staff of the Prescott-Russell County Board of Education. As mentioned more than once in this report, the school board authorities must plan these transfers in view of

the proposed new structures, so that the transferees would not have to be assigned new duties only four months after their new appointment.

The Committee foresees that, by entering into mutual agreements between respective boards, some staff members may be seconded from any of the boards for definite periods of time. During the transition phase, this will prevent the Prescott-Russell County Board of Education from being short of administrative personnel and, by the same token, will prevent the Prescott-Russell CRCSS Board from being over-staffed.

The Committee recommends:

40. that, while the negotiations related to Catholic school extension are being carried out, the respective boards enter into mutual agreements in order to facilitate the transfer of senior administrative staff according to the provisions of Bill 30.

41. that the boards foresee the feasibility of staff secondment and purchase of services to facilitate the transfer to the new school board structures.

When the new school board structures are implemented, the English-Language Public Board of Education will have to redefine the duties and responsibilities of its senior administrative staff. The Committee does not think that additional staff will be required to answer the needs of this board. The English-Language Catholic Board of Education is in a similar situation, because the purchase of services from a neighbouring Catholic board will not entail any transfer of additional staff. However, the board will have to hire a Secretary-Treasurer who, as indicated previously, will look after the financial operations of the board and act as its secretary.

The Committee recommends:

42. (a) that one of the first duties of the new English-Language Catholic Board of Education be to appoint a Secretary-Treasurer;

(b) that the position be filled through open competition.

Within the structure of the Combined French-Language Board of Education, one of the first duties of the Combined Board and the member-boards will be to select respectively the Secretary-General of the Combined Board of Education, the

Director of Education for the French-Language Catholic Board of Education and the Secretary-Treasurer of the French-Language Public Board of Education. The Secretary-General, as noted previously, shall be appointed by a double-majority vote, following an open competition.

The Committee recommends:

43. that the position of Secretary-General for the Combined French-Language Board of Education be filled through open competition.

44. (a) that one of the first duties of the member-boards be the hiring of Director of Education by the French-Language Catholic Board of Education and the hiring of a Secretary-Treasurer by the French-Language Public Board of Education;

(b) that the competition be limited to candidates already in the employ of the boards;

(c) that, if the boards do not find suitable qualified applicants to fill the positions in question, these positions be filled through open competition.

The member-boards shall then decide by a double-majority vote the responsibilities that will be centralized. Subsequently, the respective boards shall, with the help of their senior staff, establish administrative structures to reflect the centralized and exclusive responsibilities already defined. When the administrative structures are established, the boards shall then hire the senior staff required for efficient board operations. For this purpose, the Committee endorses recommendation 38 in the Report of the Ottawa-Carleton French-Language Education Advisory Committee, with modifications applied to the Prescott-Russell situation.

The Committee recommends:

45. (a) that the Combined French-Language Board of Education enter into agreements with the existing boards to determine which senior staff members presently employed as superintendents in programs and services established under Part XI of the Education Act are eligible for transfer and whose services will not be required by their present board as a result of the

establishment of the Combined French-Language Board of Education;

(b) that the respective boards fill the positions of superintendent through a competition among staff identified in (a);

(c) that, if the respective boards do not find suitable qualified applicants to fill the positions of superintendent, these positions be filled through open competition;

(d) that the respective boards assume the responsibility for the employment contract of staff identified in (a) and not chosen in (b) and undertake to find for them positions of responsibility equal to those held before the transfer took place, unless a mutual agreement is reached;

(e) that the respective boards, in certain cases, be encouraged to purchase services or utilize staff seconded from existing boards to meet short- or long-term requirements.

Collective Agreements or Understandings

When dealing with transfer of staff, the same principles apply to all employee groups bound by collective agreements and contracts: support staff, teaching personnel, senior staff, bus drivers and others. It has already been mentioned that Bill 30 on extension of funding to Catholic schools has very specific provisions thereto. The Committee is of the opinion that the principles which guided the drafting of this legislation should be applied when the new school board structures are established. The Committee has also stated its own guiding principles at the beginning of this chapter.

The Committee was unable to recommend specific deadlines for the renewal of contracts and collective agreements, not knowing if the extension of the separate school system would be achieved within the suggested time-line.

The Committee is of the opinion that, following the implementation of the new school board structures, the boards should respect the deadlines determined in the School Board and Teachers Collective Negotiations Act (Bill 100) and the Labour Relations Act as far as teachers are concerned.

Concerning other groups of employees, the boards should proceed in the same manner.

Two-Panel Negotiations and Seniority Lists

The Committee is of the opinion that, when separate school extension has been achieved, the new boards should maintain a double seniority list, one for each of the elementary and secondary panels, and conduct two-panel negotiations. These procedures should solve most of the integration problems that could be experienced by the English-Language Public Board of Education and the Combined French-Language Board of Education following the implementation of the new school board structures.

The Committee recommends:

46. that the new school boards maintain two seniority lists, one for each of the elementary and secondary panels, in order that both groups may avail themselves of seniority rights acquired with their former boards;

47. that two-panel salary negotiations be conducted for the above-mentioned panels;

48. that, in the case of teachers working for the Combined Board, these teachers be seconded from their member-boards, while keeping the seniority privileges acquired with their respective boards.

13. FACILITIES

Bill 30 and Ministry Memorandum 1986 : B7 establish the procedure for transferring facilities when a Catholic school board decides to extend its educational services to the end of secondary school. This procedure is given in such detail as to lay the groundwork for transferring facilities and property in light of the creation of new school board structures.

Should the Prescott-Russell school boards, cognizant of their right to school governance on a language basis, choose to discontinue mixed schools prior to extension as recommended in this report, disruption of their secondary students will be minimal in the wake of the block transfer of Francophone students scheduled for September, 1988, and as a result of the establishment of new school board structures in January, 1989, or later.

The success of the extension of the separate school system depends, however, on decisions made by the school boards regarding school transfers or leases for a five-year period. School transfers must meet with the approval of both boards involved and of the Ministry of Education.

For every school transfer or rental for a minimum of five years, the Ministry of Education will allocate to the public board transferring or renting a school to a Catholic board, a non renewable amount of $500 for each student-place transferred or rented, the sale or rental price being set at $1. Refundable debts are assumed by the Catholic school board which becomes eligible for special assistance through debentures.

Ministry Memorandum 1986 : B7 further specifies that should a public board and a Catholic board decide to share a secondary school under Ministry approval, the public board receives a non renewable amount in proportion to the number of Catholic school students which can be accommodated in the school x 1.5 x $500. This initiative is an incentive to school boards to co-operate if there is a need for sharing facilities.

The Ministry has not authorized selling or leasing facilities at market value since schools have been funded throughout the years by Francophone and Anglophone ratepayers of both Catholic and public schools. Costs incurred by Catholic school boards and hence by the Ministry of Education would be prohibitive.

In Prescott-Russell, the two boards have been negotiating for several months the eventual grouping of Francophones. Both sides clearly expect an eventual transfer of facilities.

The Committee recommends:

49. that the transfer of schools from the Prescott-Russell County Board of Education to the Prescott-Russell County Roman Catholic School Board be in accordance with Ministry Memorandum 1986 : B7.

To prepare for the new school board structures, the existing school boards will further be required to negotiate with their respective sections the transfer of facilities and property as recommended in the chapter on financing.

The Committee does not wish to elaborate on the specific distribution of schools to avoid obstructing the normal process of negotiations between the boards.

Committees which will be set up to facilitate the implementation of recommendations contained in this report will be required to identify the most equitable mechanism for distributing facilities between the ELEC and the French MLS of the PRCBE and the ELEC and FLEC of the PRCRCSSB.

The Committee recommends:

50. that facilities and property to be turned over to the new school boards be identified as of November 1st, 1988;

51. that ownership of these facilities and property be granted to the new school boards as of January 1st, 1989;

52. that financial compensation be granted for property to ensure an equitable distribution of resources when facilities are divided up between school boards;

53. that the Ministry of Education establish an appeal procedure to settle by January 1st, 1989 any dispute arising from designation and transfer.

The new Combined French-Language Board of Education and the English-Language Catholic School Board will require space, supplies and equipment for their administrative operations. Administrative facilities of the existing boards should suffice to accommodate the new structures.

The Committee recommends:

54. that the Combined French-Language Board of Education and the two other new boards co-operate in order to maximize the use of existing facilities.

14. FINANCES

All individuals and groups who commented on future school structures in Prescott-Russell repeatedly stated that any change should result in a higher quality of education for students in Prescott-Russell.

Recognizing the number of minority groups in Prescott-Russell, those concerned demanded fair treatment for all minorities without infringing upon the rights of the majority.

It was also impressed upon the Study Committee that the cost of education in Prescott-Russell is already one of the highest in Ontario, and that ratepayers would therefore not welcome new structures which would increase their taxes.

Table 14.1 indicates expenditures per student in some boards of the province, as well as amounts spent beyond recognized ceilings for grant purposes.

Implementing Extension

The Committee studied both boards' financial statements and, based upon these data, predicted the financial implications of a block transfer on both existing school boards.

It should be noted that the Committee essentially examined the effects of a block transfer of Francophone students in view of the fact that Anglophone Catholic students whose parents are separate school supporters constitute a very small minority.

Table 14.2 gives data from the 1986 financial statements of the PRCBE and the PRCRCSSB, and illustrates the impact of a block transfer of Francophone students on both school boards.

Once the Catholic school system is fully extended, the equalized assessment for PRCBE secondary schools would decrease from $1 234 733 961 to $332 876 766, the equalized assessment of Catholic school supporters being used to support PRCRCSSB Catholic secondary schools. Based on the Committee's findings, the equalized mill rate for secondary education would increase from 5.5200 to 6.2334 for PRCBE ratepayers and would decrease from 5.5200 to 5.2732 for PRCRCSSB supporters.

The fact that the equalized assessment per average daily enrolment applied to public school ratepayers is higher than that of Catholic school supporters is one of the main reasons for which the taxation rate of the Prescott-Russell County Board of Education would increase in the wake of a block transfer of Francopone students

to the PRCRCSSB. Consequently, Ministry of Education grants, which vary with the affluence of school board tax bases, would be less for the PRCBE than for the PRCRCSSB and the future Combined French-Language Board of Education. Table 14.3 gives data based on the 1986 financial statements of both Prescott-Russell school boards.

This tax increase for public school ratepayers in light of the extension to the separate school system would be mitigated by the higher weighting factor received by the board for grants to boards with *low enrolment*.

Should no further compensation be allocated by the Ministry of Education, the taxation rate for PRCBE ratepayers would increase by approximately 0.5 mills of the equalized assessment. These figures take into account the fact that the PRCBE spends more than the ceilings established by the Ministry of Education for grant purposes. The Committee feels these ceilings are unrealistic for small boards which greatly depend upon Ministry funding for their operating costs.

The Committee recommends:

55. that the Ministry of Education bring to a more realistic level the expenditure ceilings for grant purposes, at the elementary and secondary levels.

In the last 20 years, provincial contributions to elementary and secondary education have fluctuated to the point that the proportion of provincial and regional funding has become alarming.

The Committee firmly believes that if the province increased its share of the cost of education, the boards' financial resources would be more equitably apportioned.

The Committee recommends:

56. that the Ministry of Education increase its share of the total cost of education at the elementary and secondary levels.

On the basis of its review of financial statements, the Committee firmly believes that the PRCBE would remain viable after the extension of the Catholic school system. The Board will be obliged to establish its priorities in all aspects of its operations; costs cannot be easily revised from one fiscal year to another.

The Committee recommends:

57. that for a five to ten-year period, the Ministry of Education include in its compensation package for Catholic school extension additional allocations to the English-Language Public Board of Education of Prescott-Russell to help it absorb the financial impact of the proposed changes;

58. that the Ministry of Education grant to the English-Language Public Board of Prescott-Russell the maximum weighting factor allocated to small school boards.

Financing the New School Boards

The main financial impact on Prescott-Russell school boards will be felt with the implementation of extension; the implementation of new structures will therefore not greatly affect them. The PRCBE will remain viable because the upshot of additional transfers of Francophone public school ratepayers will be minimal. The new French-Language Public Board of Education, representing Francophone public school ratepayers, will work in close co-operation with the French-Language Catholic School Board.

According to the Committee's findings, the English-Language Catholic School Board could be considered an isolate school board because of its low enrolment and could survive by purchasing its administrative services from the Carleton Roman Catholic Separate School Board. The Ministry of Education defines an isolate school board as one which has less than 300 students, and one of the advantages of this designation is that one part of the board revenue comes from property taxes levied at a maximum equalized rate and the balance from provincial grants.

The Committee recommends:

59. that the Ministry of Education consider the new English-Language Catholic School Board an isolate board for grant purposes.

Property Taxes - Combined French-Language Board of Education

The census which will be carried out for the 1988 election will establish the two categories of ratepayers for the Combined French-Language Board of Education. One of the responsibilities which could be handed over to the Combined French-Language Board of Education by its two member Francophone boards is the calculation of Ministry grants, and

the identification and levy of property taxes to supplement operating revenue.

The Ministry of Education requires that operating revenue be apportioned to the elementary and secondary panels according to property taxes levied from Catholic or public school ratepayers. The Combined French-Language Board of Education will therefore be required to prepare its own operating budget and incorporate it to the budgets of its two-member boards prior to calculating the total necessary revenue of the Combined Board.

The Committee recommends:

60. that the Prescott-Russell Combined French-Language Board of Education establish the rate of taxes to be levied for elementary and secondary education, subject to the approval of public and Catholic school trustees;

61. that revenue from school taxes paid by ratepayers of member-boards be levied by the Combined French-Language Board of Education and apportionned according to approved budgets.

Identification of Ratepayers

Prior to the 1988 election, it will be imperative to identify Catholic and public school supporters. Citizens will be required to state whether they are Francophone or Anglophone and whether they are public or Catholic school supporters.

The Committee recommends:

62. (a) that the Ministry of Education, in co-operation with existing boards, launch a campaign to inform Prescott-Russell ratepayers of their rights and responsibilities in the identification procedure, as well as in the process of transferring their taxes to the new school boards;

(b) that once ratepayers have identified themselves, the tax transfer come into effect January 1st, 1989.

Commercial and Industrial Assessment

Throughout its study, the Committee espoused the fundamental principles of quality of education and equality of opportunities. Table 14.3 illustrates the disparity between the two school boards in equalized assessment per student. Presently, commercial and industrial assessment is not equitably apportioned to the two Prescott-Russell school boards, even though most businesses benefit from the purchasing power of Prescott-Russell citizens.

The Committee recommends:

63. that the Government of Ontario legislate that as of the 1989 fiscal year, commercial and industrial assessment be shared in Prescott-Russell and that revenue thus generated be equitably distributed between Prescott-Russell school boards.

Of all the possible methods for apportioning commercial and industrial assessment, distribution based on the number of students registered in the various school boards seems to be the most equitable approach.

The Committee recommends:

64. that commercial and industrial assessment be apportioned in Prescott-Russell according to the number of the students registered in each school board.

As mentioned in the Report of the Ottawa-Carleton French-Language Education Advisory Committee, this would have a bearing on provincial grants to school boards, as well as on property taxes, which means that a school board affected by a new division of commercial and industrial assessment could not easily adjust in one fiscal year. It is therefore imperative that the Government of Ontario and the Prescott-Russell school boards study the implications of sharing the commercial and industrial assessment and establish financial compensation to mitigate the effects of this sharing, scheduled for January 1st, 1989.

The Committee recommends:

65. that the provincial government grant to Prescott-Russell school boards special financial assistance to minimize the effects of shared assessment, scheduled for January 1st, 1989.

Start-up Grants

The four education councils created in December, 1986, within the PRCBE and the PRCRCSSB will become, in 1989, four autonomous school boards, the two Francophone boards making up the Combined French-Language Board of Education. Additional costs will have to be borne by these three boards in light of the new school board structures.

The Committee recommends:

66. that the Ministry of Education provide start-up grants to the Prescott-Russell school boards to enable them to meet the additional costs incurred by the new school board structures.

The new school boards will begin operating on January 1st, 1989 and will assume on this date full governance of their schools.

The Committee recommends:

67. that the new school boards of Prescott-Russell assume full control of their schools on January 1st, 1989.

Allocation of Assets and Debts

The restructuring of Prescott-Russell school boards will come into effect with the 1988 election, and it will therefore be necessary to divide the assets and debts of the PRCBE and the PRCRCSSB between their respective sections when the new school boards are established, effective January 1st, 1989.

The Committee believes that the most equitable method of dividing up assets and debts is the one based on the population supporting the boards.

The Committee recommends:

68. that assets and debts of the PRCBE and the PRCRCSSB be divided according to the number of ratepayers in each category for the PRCBE and the PRCRCSSB.

TABLE 14.1

1985 SCHOOL BOARD FINANCIAL STATEMENTS

Elementary Schools

School Board	Number of Students	Net Expenditure per Student	Cost per Student Beyond Ceilings
1. Public Boards			
Prescott-Russell	1 554	$ 4 496	$ 411
Haliburton	1 150	4 433	206
Stormont-D-G	5 753	3 964	380
Lake Superior	1 074	4 452	452
Kenora	1 570	4 064	403
Ottawa	15 778	4 724	1 077
Carleton	22 202	4 288	551
2. Separate Boards			
Prescott-Russell	6 775	3 778	13
Elgin	1 489	3 271	- 1
Oxford	1 745	3 658	67
Carleton	18 712	3 921	185
Ottawa	13 447	3 888	287

Secondary Schools

Prescott-Russell	3 871	5 846	728
Lanark	3 093	4 428	406
Bruce	3 368	4 589	160
Leeds Grenville	5 366	5 018	655
Stormont-D-G	7 294	4 835	382
Carleton	17 064	5 039	664
Ottawa	17 249	5 756	1 454
Timmins	3 102	4 349	460

Source: Ministry of Education.

TABLE 14.2

IMPACT OF A BLOCK TRANSFER OF FRANCOPHONE SECONDARY STUDENTS FROM THE PRCBE TO THE PRCRCSSB

Data from the 1986 Financial Statement of the PRCBE

Equalized assessment (secondary only)	$ 1 234 733 961
Municipal taxation	$ 6 815 657
Equalized taxation rate	5.5200

After a Block transfer - secondary only

	PRCBE	PRCRCSSB
Equalized assessment	$ 332 876 766	$ 901 857 195
Municipal taxation	$ 2 074 974	$ 4 755 743
Equalized taxation rate	6.2334	5.2732

TABLE 14.3

IMPACT OF A BLOCK TRANSFER OF FRANCOPHONE SECONDARY STUDENTS FROM THE PRCBE TO THE PRCRCSSB ON THE EQUALIZED ASSESSMENT BY ADE*

Actual figures - 1986

	PRCBE
Weighted enrolment - 1986	3704.73
Equalized assessment - secondary	$ 1 234 733 961
Equalized assessment by ADE	$ 333 286

After a Block transfer

	PRCBE	PRCRCSSB
Weighted enrolment - 1986	777.99	2926.74
Equalized assessment - secondary	$ 332 876 766	$ 901 857 195
Equalized assessment by ADE	$ 427 868	$ 308 144

* ADE - Average Daily Enrolment

PART V TOWARDS NEW SCHOOL STRUCTURES

15. TRANSITION PERIODS

With any major change, success or failure is usually determined during the transition period. There are three main elements to the implementation of major changes, such as those recommended in this report:

- sound planning
- honest commitment to the proposed changes
- frank and equitable negotiations.

Should one of these elements be missing, the recommendations and objectives herein have little chance of success. All concerned parties must undertake the implementation stage with an open mind and an interest in the quality of education aimed at by the citizens of Prescott-Russell. Without commitment, without confidence in the community's future, all action would be futile.

September, 1987 to December, 1988

The Committee wishes to emphasize the fact that school boards will need adequate support in order to fully implement the recommended changes, namely an interim general secretariat and a joint board committee.

The Committee recommends:

69. that a secretariat be set up, co-ordinated by an interim general secretary nominated and remunerated by the Ministry of Education and supported by an advisory task force comprising:

    - the interim general secretary as chairperson
    - an official from the Eastern Ontario Regional Office
    - an official from the secretariat of the Planning and Implementation Commission for Bill 30
    - an official from the Ministry of Education implementation team for Bill 30
    - an official from the Ministry of Education implementation team for Bill 75
    - the two directors of education of the existing boards.

The Committee believes that the task force, which comprises Ministry of Education experts, will be of invaluable assistance to the school boards and to the entire community of Prescott-Russell. Its mandate will be to advise and assist school boards at the various stages of implementation leading to the new school structures. The interim general secretary should rely upon the willingness of school boards to second personnel for the secretariat required for the new school structures in Prescott-Russell.

The secretariat and the advisory task force will be supported by a joint board committee.

The Committee recommends:

70. that a joint board committee be set up as soon as possible after the publication of this report, to be composed of 11 members and responsible for the implementation of the Catholic school extension and of the new school board structures. Its membership would be as follows:

- the PRCRCSSB chairperson
- the PRCBE chairperson
- two ELEC representatives, including the chairperson, from the PRCRCSSB
- two ELEC representatives, including the chairperson, from the PRCBE
- the chairperson of the FLEC from the PRCRCSSB
- the chairperson of the French MLS from the PRCBE
- the two directors of education as ex-officio members
- the interim general secretary.

The joint board committee, chaired by the interim general secretary, will plan the smooth implementation of proposed changes in Prescott-Russell. All recommendations it makes will subsequently be debated and voted upon by the respective boards. It will thus serve as the central body where negotiations will be completed prior to approval of the respective boards: it will therefore be essential to the smooth implementation of Catholic school extension as well as of the new school board structures.

Furthermore, it will be necessary to set up two committees reporting to the joint board committee throughout the implementation stage, i.e. the Planning and Implementation Committee for French-Language Education and the Planning and Implementation for English-Language Education. The former will be mandated to examine the extension of the Catholic school system and the restructuring of the boards as they affect

Francophone students, the latter as they have a bearing on the Anglophone community. These committees will comprise all Francophone and Anglophone trustees respectively of both boards. Reporting to the joint board committee, these committees will be accountable for planning and implementing Catholic school extension and restructuring for their respective population. They will thus fulfill a key liaison role throughout the whole process by facilitating open exchanges between all concerned parties. Since they will essentially be made up of FLEC and French MLS on the one hand, and of the two ELECs on the other, their preliminary work will probably and hopefully be completed individually before meeting as a group. If each side has identified its preferences and mapped out its planning stage before meeting, the process will be free of delays caused by lack of communication and indecision.

The Committee recommends:

71. (a) that a Planning and Implementation Committee for French-Language Education be set up;

(b) that a Planning and Implementation Committee for English-Language Education be set up;

(c) that these committees be formed respectively of all Francophone and Anglophone trustees of both boards;

(d) that these committees report to the joint board committee for negotiation purposes, with a view to an agreement in principle;

(e) that two administrators from each board working directly in Francophone and Anglophone education respectively sit on these committees as ex-officio members.

16. THE REGION

The Committee closely studied the issue of territory: some briefs recommended remapping the existing territory, especially in border areas, while others from neighbouring counties urged the Committee to take their area and community into account in restructuring Prescott-Russell school boards. These groups even favoured an eventual amalgamation, and requested that the possibility be at least considered. Among others, the Francophone community of Stormont, Dundas and Glengarry was very persistent in this regard.

Border Areas

Any decision made today regarding the physical borders of a county, a province and even a country does not necessarily work tomorrow, and borders must, from time to time, be altered for demographic, economic, urban or other reasons. Lack of flexibility in this regard leads to certain inconsistencies, which can raise an eyebrow in the careful observer. For example, why is it that the Village of Marionville is divided into three different school zones, i.e. Prescott-Russell, Stormont, Dundas and Glengarry, and finally Carleton? And as previously mentionned, why is it that the regional municipality of Ottawa-Carleton is encroaching upon the north-western section of Prescott-Russell?

Several other inconsistencies could have been brought to light, and the Committee has often been tempted to make specific recommendations in these areas, but felt it would have overstepped its mandate. In all fairness, the communities affected by contemplated changes must be given a voice in the matter, which must be dealt with in a separate study for which the Committee has received no mandate from the Minister.

The Committee recommends:

72. (a) that a ministerial committee be set up to consult with concerned groups and to closely examine the situation with a view to recommending changes to the existing school zones in Prescott-Russell, Stormont, Dundas and Glengarry, and Carleton;

    (b) that this committee be composed of Ministry of Education officials and concerned school authorities.

Amalgamation of School Zones

The Committee felt it lacked time and a specific mandate to make recommendations on border areas, and it feels even less capable of recommending a possible amalgamation of territories.

However, the Committee feels that this issue must be studied eventually by government officials for two main reasons.

Firstly, the government's decision to extend full funding to separate school boards will put to the test the validity of current territorial divisions in many areas of the province, and will encourage in other areas the amalgamation of school boards to ensure high quality educational services. The Committee therefore believes that within a few years, the Ministry of Education will probably set up a task force to revise school board jurisdictions in Ontario in light of changès in public and Catholic education.

Secondly, the June 1984 decision by the Court of Appeal specified that, based on a close study of the territorial issue, existing school board jurisdictions do not necessarily reflect Francophone minority concentrations, nor their homogeneity, from a governance point of view.

The Committee took this judgement into consideration and believes that Prescott-Russell effectively reflects its Francophone concentration, but may not meet the needs of the Anglophone community. As has already been mentioned, there seems to be a lack of community feeling between Anglophones of the two counties. Although there does not seem to be any animosity between the two groups, they have always functioned independently and maintained only administrative contacts. Bringing the Anglophone communities of Russell and Carleton counties closer together therefore seems more natural and should be considered, as well as between the counties of Prescott and Glengarry.

This, however, must be based on further research and consultation with the affected groups within and without Prescott-Russell. It could be maintained that Anglophone communities do not fall within the scope of the Court of Appeal's decision, since section 23 of the Charter only applies to the linguistic minority of a province, in this case Ontario's Francophone population. However, Bill 75, the government of Ontario's response to the June 1984 decision by the Court of Appeal, reveals a political commitment to ensuring governance rights not only to the Francophone minorities, but also to the Anglophone minorities of the province.

Issues raised by some Francophone representatives of Stormont, Dundas and Glengarry counties appear relevant. Due to the arguments they drew from the Court of Appeal's decision

of June 1984, the government should further study the possibility of bringing together the Francophone community of Prescott-Russell with that of Stormont, Dundas and Glengarry, through public consultation of those concerned. In this way, those directly involved would have a voice in the matter.

The Committee does not wish to elaborate on this matter, nor debate the pros and the cons of altering the existing territory.

The Committee recommends:

73. that by 1991, the Ministry of Education undertake a further study of the situation to make recommendations on the following:

- the adequacy of border areas between Prescott-Russell and other school zones;

- the possibility of bringing together Francophones of Prescott-Russell and Stormont, Dundas and Glengarry;

- the possibility of bringing together Anglophone communities of Prescott-Russell and neighbouring areas.

74. that in the wake of this study, necessary alterations be made to the territorial jurisdiction of school boards herein recommended prior to the 1991 municipal election.

APPENDICES

APPENDIX A

RECOMMENDATIONS

6. **THE NEW SCHOOL BOARD STRUCTURES**

The Committee recommends:

1. that new school board structures be established to meet the educational needs of the citizens of Prescott-Russell.

2. that the new structures include a Combined French-Language Board of Education, an English-Language Public Board of Education and an English-Language Catholic Board of Education.

3. that the Education Act be amended to authorize the implementation of the new school board structures according to the program and time-line provided in this report.

4. that the Combined French-Language Board of Education comprise an autonomous public board and an autonomous Catholic board of elected trustees.

5. (a) that, at the beginning of their mandate, the trustees determine by a majority vote of each member-board, the responsibilities they wish to entrust to the Combined Board;

   (b) that, prior to the 31st of January following the election of the second and subsequent boards, the trustees determine by a majority vote of each member-board, the responsibilities they wish to entrust to the Combined Board.

   (c) that, at any time, by a majority vote of its trustees, a member-board may:

      i) transfer one of its responsibilities to the Combined Board;

      ii) withdraw from the Combined Board a matter of centralized responsibility, or part thereof, pertaining to a denominational

responsibility, or require a double-majority vote on the matter. The withdrawal shall require a notice of motion put to the Combined Board.

6. (a) that each member-board be headed by a Director of Education or Secretary-Treasurer;

(b) that the Secretary-General, being the chief executive officer of the Combined Board, be chosen by a double-majority vote of both member-boards.

7. that the Education Act be amended to define the duties and responsibilities of the Secretary-General of the Combined Board and of the Directors of Education of the respective member-boards.

8. that, when the Combined French-Language Board is set up, the English-Language Public Board of Education have governance of the English-language public school education in Prescott-Russell.

9. that the English-Language Catholic Board of Education have governance of the English-language Catholic education in Prescott-Russell.

10. that, on a short- and mid-term basis, the English-Language Catholic Board of Education purchase from neighbouring boards the administrative services needed to provide quality education and promote personal growth of Catholic Anglophone students in Prescott-Russell.

7. THE EXTENSION OF CATHOLIC SCHOOL EDUCATION

The Committee recommends:

11. that both boards initiate negotiations concerning Catholic school extension as soon as possible.

12. that Catholic school extension be achieved before new school board structures are set up.

13. that Catholic school extension be achieved for Francophones by a block transfer of Francophone students to the Separate School system.

14. that Catholic school extension for Anglophones be achieved by entering into agreements with neighbouring Catholic boards or by purchasing services from the English-Language Public Board of Education, according to the provisions of Bill 30.

8. STEPS PROPOSED TO IMPLEMENT EXTENSION AND NEW BOARD STRUCTURES

The Committee recommends:

15. (a) that the transition to new school board structures be done in two phases without requiring two major reorganizations of the schools;

(b) that the allocation of schools, required to achieve Catholic school extension, take the future school board structures into consideration;

16. that Catholic school extension be completed by September 1988;

17. that trustees be elected to form the new boards in November 1988, and that the new school board structures become effective on January 1st, 1989, provided Catholic school extension has been completed by September 1988;

18. that, if Catholic school extension has not been completed by September 1988, the election of trustees to form the new boards take place in November of the year in which Catholic school extension is completed.

9. OPERATION OF THE NEW BOARDS

The Committee recommends:

19. that the Minister of Education, in drafting legislation for the Combined French-Language Board of Education, identify the matters of exclusive jurisdiction that may not be centralized.

10. ELECTION OF NEW BOARD TRUSTEES

The Committee recommends:

20. that the determination of trustee positions for the reorganized school boards of the United Counties of Prescott-Russell be determined on the basis of the population of school supporters and their dependents and that appropriate legislation be enacted to permit the above method of apportionment.

21. that the English-Language Public Board of Education for Prescott-Russell be comprised of twelve trustees elected by the Anglophone public school ratepayers;

22. that the Combined French-Language Board of Education for Prescott-Russell be comprised of twelve trustees elected by Francophone Catholic school supporters and three trustees elected by Francophone public school supporters;

23. that the English-Language Catholic Board of Education be comprised of six trustees elected by Anglophone Catholic school supporters.

24. that the provincial legislation be amended to modify the present enumeration process used for municipal election purposes, in order to arrive at a proper identification of electors.

11. STUDENTS, PROGRAMS AND SERVICES

The Committee recommends:

25. that the Prescott-Russell Board of Education restructure its schools in such a way that both linguistic groups will have at their disposal a range of courses as complete as possible, to be taught in the mother tongue, in order not to penalize any student who is not proficient in a second language.

26. that the Prescott-Russell Board of Education regroup the Hawkesbury and Vankleek Hill secondary

school students into homogeneous linguistic entities, as soon as possible.

27. that the Prescott-Russell County Board of Education set up a two-entity school at Plantagenet High School.

28. that each existing board give priority to the teaching of the other official language;

29. that the English-Language Education Council of each existing board develop early and late immersion programs in order to respond to the ratepayers' requests and in order to further develop a complete secondary school immersion program for the Anglophone students in the United Counties.

30. that the Education Act be modified to stipulate that, in Prescott-Russell, the Combined French-Language Board of Education be the sole board authorized to offer courses of study in French as a first language, established under Part XI of the Education Act;

31. that any student residing in Prescott-Russell who by virtue of section 23 of the Canadian Charter of Rights and Freedoms has a right to receive instruction in French as a first language, and chooses to do so, attend one of the schools under the governance of the Combined French-Language Board of Education, either in the Catholic or public member-board.

32. that non-Catholic Francophone ratepayers be allowed to enroll their children in French-language Catholic schools and that these children be exempted from all curriculum activities of a denominational nature.

33. that the Combined French-Language Board of Education develop an official policy outlining criteria for admission and the procedures to be followed by an admissions committee.

34. that the Regional Office of the Ministry of Education for Eastern Ontario review the plans for a new French-language Catholic elementary school in Russell, in order to verify if it does in fact respond to the needs of the school population residing in Russell and the surrounding areas.

35. that alterations be done at Vankleek Hill High School in order to provide a wide range of programs, especially in the field of technology.

36. that the Regional Office of the Ministry of Education for Eastern Ontario initiate further study of the need for secondary school pupil-places for the Anglophone population residing in the western part of Prescott-Russell and the eastern part of Carleton.

12. PERSONNEL

The Committee recommends:

37. that one or more study groups be set up to represent, according to the provisions of the existing collective agreements, all parties affected by the transfer of personnel.

38. that, as soon as possible, the Combined French-Language Board of Education and its member-boards determine to whom the different groups of employees are responsible and define the duties of each group;

39. that, for all transfers to the Combined French-Language Board of Education or between member-boards, the provisions of Bill 30 pertaining to the transfer of personnel be respected.

40. that, while the negotiations related to Catholic school extension are being carried out, the respective boards enter into mutual agreements in order to facilitate the transfer of senior administrative staff according to the provisions of Bill 30.

41. that the boards foresee the feasibility of staff secondment and purchase of services to facilitate the transfer to the new school board structures.

42. (a) that one of the first duties of the new English-Language Catholic Board of Education be to appoint a Secretary-Treasurer;

(b) that the position be filled through open competition.

43. that the position of Secretary-General for the Combined French-Language Board of Education be filled through open competition.

44. (a) that one of the first duties of the member-boards be the hiring of Director of Education by the French-Language Catholic Board of Education and the hiring of a Secretary-Treasurer by the French-Language Public Board of Education;

(b) that the competition be limited to candidates already in the employ of the boards;

(c) that, if the boards do not find suitable qualified applicants to fill the positions in question, these positions be filled through open competition.

45. (a) that the Combined French-Language Board of Education enter into agreements with the existing boards to determine which senior staff members presently employed as superintendents in programs and services established under Part XI of the Education Act are eligible for transfer and whose services will not be required by their present board as a result of the establishment of the Combined French-Language Board of Education;

(b) that the respective boards fill the positions of superintendent through a competition among staff identified in (a);

(c) that, if the respective boards do not find suitable qualified applicants to fill the positions of superintendent, these positions be filled through open competition;

(d) that the respective boards assume the responsibility for the employment contract of staff identified in (a) and not chosen in (b) and undertake to find for them positions of responsibility equal to those held before the transfer took place, unless a mutual agreement is reached;

(e) that the respective boards, in certain cases, be encouraged to purchase services or utilize staff seconded from existing boards to meet short- or long-term requirements.

46. that the new school boards maintain two seniority lists, one for each of the elementary and secondary panels, in order that both groups may avail themselves of seniority rights acquired with their former boards;

47. that two-panel salary negotiations be conducted for the above-mentioned panels;

48. that, in the case of teachers working for the Combined Board, these teachers be seconded from their member-boards, while keeping the seniority privileges acquired with their respective boards.

13. FACILITIES

The Committee recommends:

49. that the transfer of schools from the Prescott-Russell County Board of Education to the Prescott-Russell County Roman Catholic School Board be in accordance with Ministry Memorandum 1986 : B7.

50. that facilities and property to be turned over to the new school boards be identified as of November 1st, 1988;[15]

51. that ownership of these facilities and property be granted to the new school boards as of January 1st, 1989;[15]

52. that financial compensation be granted for property to ensure an equitable distribution of resources when facilities are divided up between school boards;

53. that the Ministry of Education establish an appeal procedure to settle by January 1st, 1989 any dispute arising from designation and transfer.[15]

54. that the Combined French-Language Board of Education and the two other new boards co-operate in order to maximize the use of existing facilities.

14. FINANCING

The Committee recommends:

55. that the Ministry of Education bring to a more realistic level the expenditure ceilings for grant purposes, at the elementary and secondary levels.

56. that the Ministry of Education increase its share of the total cost of education at the elementary and secondary levels.

57. that for a five to ten-year period, the Ministry of Education include in its compensation package for Catholic school extension additional allocations to the English-Language Public Board of Education of Prescott-Russell to help it absorb the financial impact of the proposed changes;

58. that the Ministry of Education grant to the English-Language Public Board of Prescott-Russell the maximum weighting factor allocated to small school boards.

59. that the Ministry of Education consider the new English-Language Catholic School Board an isolate board for grant purposes.

60. that the Prescott-Russell Combined French-Language Board of Education establish the rate of taxes to be levied for elementary and secondary education,

subject to the approval of public and Catholic school trustees;

61. that revenue from school taxes paid by ratepayers of member-boards be levied by the Combined French-Language Board of Education and apportionned according to approved budgets.

62. (a) that the Ministry of Education, in co-operation with existing boards, launch a campaign to inform Prescott-Russell ratepayers of their rights and responsibilities in the identification procedure, as well as in the process of transferring their taxes to the new school boards;

(b) that once ratepayers have identified themselves, the tax transfer come into effect January 1st, 1989.

63. that the Government of Ontario legislate that as of the 1989 fiscal year, commercial and industrial assessment be shared in Prescott-Russell and that revenue thus generated be equitably distributed between Prescott-Russell school boards.

64. that commercial and industrial assessment be apportioned in Prescott-Russell according to the number of the students registered in each school board.

65. that the provincial government grant to Prescott-Russell school boards special financial assistance to minimize the effects of shared assessment, scheduled for January 1st, 1989.

66. that the Ministry of Education provide start-up grants to the Prescott-Russell school boards to enable them to meet the additional costs incurred by the new school board structures.

67. that the new school boards of Prescott-Russell assume full control of their schools on January 1st, 1989.

68. that assets and debts of the PRCBE and the PRCRCSSB be divided according to the number of

ratepayers in each category for the PRCBE and the PRCRCSSB.

15. TRANSITION PERIOD

The Committee recommends:

69. that a secretariat be set up, co-ordinated by an interim general secretary nominated and remunerated by the Ministry of Education and supported by an advisory task force comprising:

- the interim general secretary as chairperson
- an official from the Eastern Ontario Regional Office
- an official from the secretariat of the Planning and Implementation Commission for Bill 30
- an official from the Ministry of Education implementation team for Bill 30
- an official from the Ministry of Education implementation team for Bill 75
- the two directors of education of the existing boards.

70. that a joint board committee be set up as soon as possible after the publication of this report, to be composed of 11 members and responsible for the implementation of the Catholic school extension and of the new school board structures. Its membership would be as follows:

- the PRCRCSSB chairperson
- the PRCBE chairperson
- two ELEC representatives, including the chairperson, from the PRCRCSSB
- two ELEC representatives, including the chairperson, from the PRCBE
- the chairperson of the FLEC from the PRCRCSSB
- the chairperson of the French MLS from the PRCBE
- the two directors of education as ex-officio members
- the interim general secretary.

71. (a) that a Planning and Implementation Committee for French-Language Education be set up;

(b) that a Planning and Implementation Committee for English-Language Education be set up;

(c) that these committees be formed respectively of all Francophone and Anglophone trustees of both boards;

(d) that these committees report to the joint board committee for negotiation purposes, with a view to an agreement in principle;

(e) that two administrators from each board working directly in Francophone and Anglophone education respectively sit on these committees as ex-officio members.

16. TERRITORY

The Committee recommends:

72. (a) that a ministerial committee be set up to consult with concerned groups and to closely examine the situation with a view to recommending changes to the existing school zones in Prescott-Russell, Stormont, Dundas and Glengarry, and Carleton;

(b) that this committee be composed of Ministry of Education officials and concerned school authorities.

73. that by 1991, the Ministry of Education undertake a further study of the situation to make recommendations on the following:

- the adequacy of border areas between Prescott-Russell and other school zones;
- the possibility of bringing together Francophones of Prescott-Russell and Stormont, Dundas and Glengarry;
- the possibility of bringing together Anglophone communities of Prescott-Russell and neighbouring areas.

74. that in the wake of this study, necessary alterations be made to the territorial jurisdiction of school boards herein recommended prior to the 1991 municipal election.

APPENDIX B

SCHEDULE OF PUBLIC HEARINGS

	NAME	DATE AND TIME	PLACE
1.	A.P.I. - Hammond	Thursday, February 26 10:30 a.m.	École St-Jean 362 Notre-Dame Embrun
2.	Caisse populaire - Hammond	11:00 a.m.	
3.	Alliance francophone pour l'éducation	1:30 p.m.	
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4.	Bertrand Jetté	Tuesday, March 3 5:00 p.m.	Prescott-Russell County Board of Education 411 Stanley Hawkesbury
5.	Centre chrétien Eglise Pentecôte Hawkesbury	7:30 p.m.	
6.	Richard Lanthier	8:00 p.m.	
7.	Filles d'Isabelle Hawkesbury	8:30 p.m.	
8.	L'union culturelle des franco-ontariennes	9:00 p.m.	
9.	Centre culturel Le Chenail	9:30 p.m.	
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10.	Chevaliers de Colomb de Hawkesbury	Wednesday, March 4 10:30 a.m. 10:45 a.m.	Prescott-Russell CRCSS Board Hwy 17 L'Orignal

	NAME	DATE AND TIME	PLACE
11.	Comité pastoral - Paroisse St-Mathieu, Hammond	Thursday, March 12 11:00 a.m.	École St-Mathieu Principale St. Hammond
12.	Club optimiste, Hammond	11:30 a.m.	
13.	L'union culturelle franco-ontarienne, Hammond	1:30 p.m.	
14.	Chevaliers de Colomb de Hammond	2:00 p.m.	
15.	Club d'âge d'Or, Hammond	2:30 p.m.	

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16.	Parent-Teachers Association - Pope John Paul II School	Monday, March 23 5:00 p.m.	École Ste-Trinité 879 St-Joseph Rockland
17.	Groupe de parents pour une école authentiquement française	7:00 p.m.	

	NAME	DATE AND TIME	PLACE
18.	E.L.E.C. - Prescott & Russell R.C.S.S.B.	7:30 p.m.	
19.	Cambridge Public School Parents Committee	8:30 p.m.	
20.	Bernard Clavel	9:00 p.m.	
21.	A.P.I. régionale de Prescott-Russell	9:30 p.m.	

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22.	Anglican Church - Parish of Hawkesbury	Tuesday, March 24 10:00 a.m.	Prescott-Russell County Board of Education 411 Stanley Hawkesbury
23.	Presbyterian Church, Vankleek Hill	11:00 a.m.	
24.	United Church, Hawkesbury	11:30 a.m.	

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25.	Clergé - Paroisses Hawkesbury, Planagenet et Embrun	Thursday, March 26 11:00 a.m.	Motel Champlain Hwy 17 Plantagenet
26.	A.E.F.O. de Prescott-Russell	11:30 a.m.	
27.	C.D.E.F.O. - Prescott Russell	1:30 p.m.	
28.	A.E.F.O. provinciale	2:00 p.m.	
29.	Ginette Fortier	2:30 p.m.	
30.	A.C.F.O. régionale Prescott-Russell	3:00 p.m.	

	NAME	DATE AND TIME	PLACE
31.	O.S.S.T.F. - Prescott-Russell	3:45 p.m.	
32.	Les filles d'Isabelle Prescott-Russell	4:30 p.m.	
33.	C.E.L.F. - C.E.C.P.R.	6:30 p.m.	
34.	E.L.E.C. - C.E.P.R.	7:30 p.m.	
35.	Groupe de travail - conseils scolaires Prescott-Russell	8:30 p.m.	

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36.	A.F.C.S.O., région 1 Prescott-Russell	Friday, March 27 9:30 a.m.	Vankleek Hill City Hall 40 Queen Vankleek Hill
37.	Comité des citoyen(ne)s de Cornwall	10:00 a.m.	
38.	Gilles Myner	10:30 a.m.	
39.	A.P.I. de St-Eugène	11:00 a.m.	
40.	Fédération des femmes canadiennes de Prescott-Russell	11:30 a.m.	
41.	S.M.L.F. - C.E.P.R.	1:30 p.m.	
42.	Rod Maclaren	2:00 p.m.	

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43.	Dr. Allan Simpson	Tuesday, March 31 9:30 a.m.	Prescott-Russell County Board of Education 411 Stanley Hawkesbury
44.	United Church of Vankleek Hill	10:00 a.m.	

45.	Pleasant Corners P.S. Home & School Association	10:30 a.m.
46.	Doreen Burgess	11:00 a.m.
47.	Plantagenet H.S. Anglophone Parents Association	1:00 p.m.
48.	Del Lee	1:30 p.m.
49.	Ron Conway	2:00 p.m.
50.	L'Âge d'Or de L'Orignal	2:30 p.m.

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The Committee received written briefs from:

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APPENDIX C

POLICY MEMORANDUM 1986 : B7

MEMORANDUM TO: DIRECTORS OF EDUCATION

RE: Amendment to the Capital Grant Plan 1979 (No.5) - Revised Section 12 for Lease and Sale of Secondary Schools Between School Boards

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On June 24, 1986, Bill 30, an Act to amend the Education Act, was proclaimed law.

This legislation requires that changes be made to the Capital Grant Plan 1979. Amendment No.5, which reflects these changes, is being distributed directly to holders of the Capital Grant Plan.

This memorandum outlines the main features of Amendment No.5, which addresses the conditions relating to the provision of secondary school accommodation for separate school boards by public school boards and the financial implications of such provision. For specific details, please consult the Capital Grant Plan as amended.

Reference is also made to the implications of the transfer of diocesan properties to Roman Catholic school boards.

1. Sale

Bill 30 stipulates that transfers of ownership of public secondary schools to Roman Catholic school boards will not be made for five years, unless both the public board and the Roman Catholic school board agree and the Minister approves the transfer.

When an agreed-upon transfer does occur, the Ministry of Education will provide to the school board transferring the secondary school accommodation to a Roman Catholic school board a one-time only capital allocation of $500 for each pupil place of accommodation transferred, provided the allocation has not been made earlier under a lease agreement.

The sale price of the transfer will be $1.

Any outstanding debt will become the responsibility of the Roman Catholic school board and will be eligible for special debenture assistance.

Where diocesan properties are transferred to Roman Catholic school boards with the approval of the Ministry of Education, the ministry will not recognize any capital costs for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance.

2. Lease

When a public board leases secondary school accommodation to a Roman Catholic school board for a period of not less than five years, the Ministry of Education will provide to the public board a one-time only capital allocation of $500 for each pupil place of accommodation leased.

The annual lease price will be $1.

Any outstanding debt will become the responsibility of the Roman Catholic school board for as long as the lease is in force and will be eligible for special debenture assistance.

Where diocesan properties are leased to Roman Catholic school boards with the approval of the Ministry of Education, the ministry will not recognize any capital costs for grant purposes except for outstanding debts associated with the building, which may be considered for special debenture assistance.

3. Sharing

When a public board and a Roman Catholic school board agree to share the use of a public secondary school on terms approved by the ministry, the ministry will provide the public board with a one-time only capital allocation equal to the number of Roman Catholic school board pupils accommodated in the shared building x 1.5 x $500.

The Ministry of Education will provide a grant equal to the outstanding debt charges, as they become due, provided a sharing agreement is in place.

4. Capital Allocation

The capital allocations under (1), (2), and (3) above may be used for projects eligible for grant under the Capital Grant Plan and listed in a board's Capital Forecast. This allocation will be in addition to the regular capital allocation approved for a board. The regional offices are responsible for approving projects for inclusion in this allocation.

5. Other Provisions

(a) The existing provisions of the Capital Grant Plan for the lease of accommodation from private organizations remain unchanged.

(b) Provision is made for the approval, for grant purposes, of furniture and equipment for leased, shared, or purchased accommodation.

(c) Provision is made for the approval, for grant purposes, of capital allocation to the acquiring board for renovations and alterations and related projects.

(d) In order to respect the different ratepayer groups that contribute to the construction of elementary schools, the provisions relating to the sale, lease, and sharing of elementary schools remain unchanged.

The provisions outlined in Memorandum 1985:B5, "Procedures Respecting the Sale and Leasing of School Buildings Between Boards", and Memorandum 1984:B4, "Provisional Procedures Respecting Capital Projects Relevant to the Implementation of the New Policy on Roman Catholic Secondary Education", have now been superseded, with the exception of the section which relates to the disposal of surplus school buildings. Where the Minister's approval for disposal has been obtained, the owning board is required to obtain confirmation, prior to the disposal, that the coterminous board does not require the school.

Additional information is available from your regional office.

Duncan Green
Assistant Deputy Minister
Education Programs

July 17, 1986

APPENDIX D

EXTRACTS FROM LEGISLATION

1. CHARTER OF RIGHTS AND FREEDOMS: SECTIONS 23 AND 29

Section 23

(1) Citizens of Canada

(a) whose first language learned and still understood is that of the English or French linguistic minority population of the province in which they reside, or

(b) who have received their primary school instruction in Canada in English or French and reside in a province where the language in which they received that instruction is the language of the English or French linguistic minority population of the province,

have the right to have their children receive primary and secondary school instruction in that language in that province.

(2) Citizens of Canada of whom any child has received or is receiving primary or secondary school instruction in English or French in Canada, have the right to have all their children receive primary and secondary school instruction in the same language.

(3) The right of citizens of Canada under subsections (1) and (2) to have their children receive primary and secondary school instruction in the language of the English or French linguistic minority population of a province:

(a) applies wherever in the province the number of children of citizens who have such a right is sufficient to warrant the provision to them out of public funds of minority language instruction; and

(b) includes, where the number of those children so warrants, the right to have them receive that instruction in minority language educational facilities provided out of public funds.

Section 29

Nothing in this Charter abrogates or derogates from any rights or privileges guaranteed by or under the Constitution of Canada in respect of denominational, separate or dissentient schools.

2. CONSTITUTION ACT, 1982: SECTION 93

In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following Provisions:

(1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:

(2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissentient Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec:

(3) Where in any Province a System of Separate or Dissentient Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an Appeal shall lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education:

(4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any Decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case, and as far only as the Circumstances or each Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor General in Council under this Section.

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NOTES

1. Lucien Brault, Histoire des Comtés Unis de Prescott et de Russell, l'Orignal, Conseil des Comtés Unis, 1965, p. 139-140.

2. Ibid, p. 141

3. Ibid, p. 161-162

4. Excerpt from Franklin Walker, Catholic Education and Politics in Ontario, A Documentary Study, Thomas Nelson & Sons (Canada) Ltd, 1964, p. 140.

5. Egerton Ryerson, an excerpt from J. George Hodgins, The Legislation and History of Separate Schools in Upper Canada, Toronto, 1897, p. 189-192 and quoted by Lucien Brault, op. cit., no.1, p. 142.

6. Lucien Brault, op. cit., no.1, p. 142 and 144.

7. Franklin Walker, op. cit., p. 131-135 and 168-170.

8. Lucien Brault, op. cit., no.1, p. 151-152.

9. Arthur Godbout, Nos écoles franco-ontariennes, Histoire des écoles de langue française dans l'Ontario, Des origines du système scolaire (1841) jusqu'à nos jours. Éditions de l'Université d'Ottawa, 1980, p. 131.

10. M. Bélanger, Mémoire touchant les octrois et les taxes scolaires dans Prescott-Russell pour la période allant de 1912 à 1921, 7 octobre 1921, Centre de recherches en civilisation canadienne-française, Fonds de l'ACFO C2/216/4.

11. Lucien Brault, op. cit., no.1, p. 155.

12. Stacy Churchill et al., Éducation et besoins des Franco-Ontariens : Le diagnostic d'un système d'éducation, vol. 1 : Problèmes de l'ensemble du système - L'élémentaire et le secondaire, Conseil de l'éducation franco-ontarienne, 1986, p. 256.

13. The research took place in May 1984. The results have not been published.

14. The statistics on courses offered in the secondary schools of Eastern Ontario are taken from the Secondary School September Statistical Report.

15. The date of implementation of each recommendation is subject to the implementation of recommendations 16 and 18.

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